EVERYDAY CIVICS

FINCH

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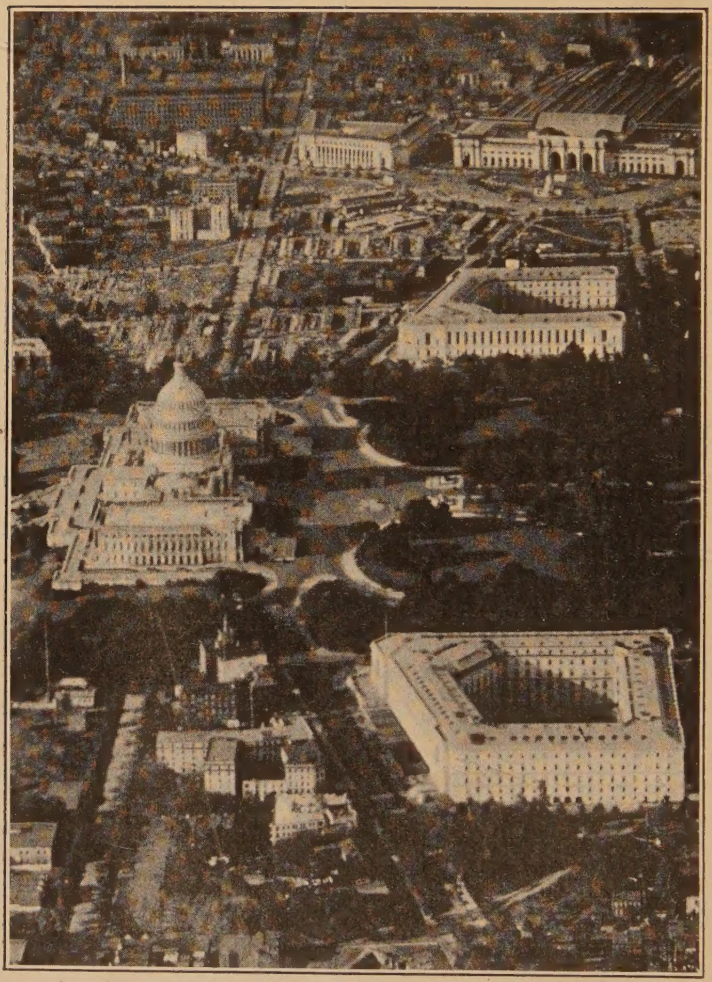

THE NATIONAL CAPITOL AT WASHINGTON, AS SEEN FROM AN AIRPLANE

The dome of the Capitol rises to the height of 287 feet above the ground. The two great buildings at the right contain office rooms for the Senators and Representatives in Congress. Beyond them, in the upper right corner, is the railroad station. A larger picture of the Capitol is shown on page 204.

EVERYDAY CIVICS

COMMUNITY, STATE, AND NATION

BY

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ROCHESTER, NEW YORK

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FINCH EVERYDAY CIVICS

W. P. 5

PREFACE

In a country governed by the people, with free schools maintained to train its citizens, why has not the study of civics assumed far greater importance? Possibly one answer is to be found in the fact that civics is a subject not easily presented to young students. Government is something that we all recognize. We feel its presence, but we find it hard to define. The author agrees with those who say that it is impossible to teach citizenship from a book, but he is convinced that a book may suggest interesting possibilities and provide material that will supplement the efforts of the most energetic and enthusiastic teacher.

The business of government must never be thought of as an isolated thing. It is a vital part of the life of every community and is a constantly changing and growing process, changing and developing as the people change and get new points of view. The teacher who keeps this in mind will not attempt to give his pupils the idea that our government has no imperfections. He will, on the other hand, seek to stimulate in them an appreciation of the duty of intelligent, constructive participation on the part of every American citizen. He will try to make them feel that they have a definite responsibility as creative factors in our social life.

For the past five years, the author has been working out courses of study, endeavoring to find the type of work that appeals to children at the adolescent period of their school life. Ideas that have stood the test of the classroom have found expression in the following pages. The vocabulary has been tried out and found to meet the needs of students

from twelve to fifteen years of age. These students are not interested in work that is made too simple and thus appears childish to them, and yet they are not prepared to deal with involved sentences or the methods of presentation usually found in books prepared for secondary schools. They are at the period of life when they want to do things, when they enjoy collecting facts, and when they respond most readily to the opportunity to participate in activities connected with school life.

It is part of the purpose of this book to suggest the meaning and value of organization in relation to student activities, and to show how such activities may be utilized in gaining a clearer understanding of organized government in general. Under this plan it is possible to inspire respect for organized coöperation, and to convince the students that willingness to do one's part is absolutely essential to American citizenship. Active participation in the government of the school is the best kind of introduction to the study of government. In this way students will come to understand the responsibility of leadership through attempting leadership themselves. They will learn to think straight and then render the service demanded by the common welfare. Opportunities for actually doing things together must be provided. We can no longer meet the needs of these students by simply asking them to read and talk about the government. They must have a chance to form *habits* of good citizenship if we are to develop intelligent, enthusiastic, helpful members of the community.

Part of the book is devoted to the development, activities, and government of the local community; and the relation of smaller communities to the larger communities of which they are a part, is clearly indicated. While the functional side of government in each community has been emphasized, an attempt has been made to summarize the work in such a way as to avoid hazy and confused notions of what

is going on all about us. The author believes that citizens must understand the ways and means of carrying out the functions of government if they are to work intelligently for important and desirable changes.

Thoughtful Americans who have come to place a high value on their citizenship now realize that in some way our schools have failed to leave with the boys and girls a sufficiently strong impression of the value and meaning of "our political inheritance." This book points out some of the essential things that have come to us from the struggles of our forefathers for liberty and self-government. These topics are presented in relation to the "rights and privileges" that we now enjoy in order to show our debt to others and also to emphasize the fact that progress has always been the result of persistent effort through a long period of time.

Too many of our boys and girls have left school with little or no idea of the meaning of the Declaration of Independence or of the priceless value of our Federal Constitution. They may have heard of these documents but seem to have little conception of their importance. In the following pages an attempt has been made to present these great American documents in relation to the child's experience, to their historical setting, and to what is actually taking place to-day throughout the country.

It is most important that our boys and girls should acquire the habit of thinking about the problems of government in relation to the fundamental law of the land. This can be accomplished only by a plan of civics teaching that requires constant reference to the Constitution of the United States after it has been presented in such a way as to make it a real document full of meaning to the student. The simple constitution introduced in the first chapter, if used in actual class work, will pave the way for a real and intensive study of the Federal Constitution.

In a democracy it is absolutely essential that the citi-

zens should understand their government and how to use it. They must be trained to recognize problems and apply thoughtful solutions. They should be made to feel that coöperation rather than criticism is the essential thing.

A wisely directed study of current topics is most essential to any successful plan of civics teaching. Pupils should be encouraged to get information bearing on the topic under discussion from newspapers, magazines, public documents, personal observation, or from conferences with well-informed persons. At the close of each chapter the author has made suggestions for investigation, discussion, and action, which are intended to indicate ways of applying the text to the community of which the student is a member.

The book is so arranged that it can be taught to advantage in relation to the regular work in United States History. The arrangement, however, is equally good for use in classes where it seems best to teach civics independent of any other subject.

The conception of civics teaching which makes action rather than knowledge the end to be attained puts increased emphasis on the educational value of all student activities. Under this plan the child is a working member in the home, at school, on the playground, and in the neighborhood. In such laboratories as these, civic truths are submitted to the test of experience. The teacher is the trusted leader whose superior wisdom enables him to stimulate and supervise this laboratory work. It is hoped that this book will be found useful in suggesting some of the problems upon which the pupils may do actual work in the laboratories just suggested.

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RULES AND REGULATIONS ARE ESSENTIAL IN A BASEBALL GAME; THEY ARE EQUALLY NECESSARY IN A SCHOOL OR IN A COMMUNITY

Why is an umpire needed? Why should his decisions be respected? Why does each team have a captain?

CHAPTER I

ORGANIZING THE SCHOOL AS A COMMUNITY

Problem: *To discover the meaning and the value of organization as applied to a school or to a class.*

A Class Meeting. — "The meeting is called to order," announced a member of the class, and immediately every student responded with closest attention. A chairman and a secretary were chosen; and then followed a lively discussion about the objects of the organization, the name, the officers, the time and place of meetings, and the method of conducting business. The class finally decided to appoint a committee to write a simple constitution that would include all these points and any others that the committee might think wise.

This meeting took place at the opening of the new term after the students had discussed various ways in which they could do things that would improve the school. They found teachers and principal greatly interested in their plans, and finally called the meeting to talk the matter over. One of the boys who was greatly interested in the new idea was elected chairman. A girl who did exceptionally good work in English was chosen secretary, because, as one of the students said,

the class wanted some one for secretary who could write an accurate and interesting report of the meeting.

Adopting a Constitution. — In due time a constitution was submitted to the class by the committee appointed for this purpose. The members of the class discussed each paragraph or article of the constitution and then voted upon it. Some good changes were made as a result of the discussion, in which nearly every one took part. The following constitution was finally adopted and signed by every member of the class:

ARTICLE I *Object*

The object of our class organization shall be to work for the best interests of our class and of our school and so improve the school in every way possible.

ARTICLE II *Name*

The name of our organization shall be Junior Citizens of the Seventh Grade.

ARTICLE III *Members*

All pupils of the class are members and are expected to do their part in furthering all interests of the class.

ARTICLE IV *Officers*

Section 1. The officers shall consist of a president, a vice president, a secretary, and a treasurer.

Section 2. These officers shall be chosen at the beginning of each term and shall be elected by ballot.

ARTICLE V *Meetings*

The meetings shall be held once a week during the last half hour on Wednesdays.

ARTICLE VI *Dues*

Not more than five cents a week may be collected from each member to provide necessary funds.

ARTICLE VII *Amendments*

This constitution may be amended at any regular meeting by a three-fourths vote of the members present and voting.

Electing Officers. — As soon as the constitution was adopted the class proceeded to elect the officers called for in the constitution. Tellers were appointed by the chairman to distribute, collect, and count the ballots.

Before the balloting began, several candidates were nominated for each office. Each member of the class then voted for the candidate he favored by writing the name of the candidate upon a slip of paper called a ballot. The candidate for each office receiving the largest number of votes was declared elected.

Upon the election of the president, the chairman called him to the chair to take charge of the meeting and proceed with the election of the other officers. Following this organization of the class, the students held meetings every week according to the provisions of the constitution.

Organizing the Whole School. — The plan of this class organization worked so well that it was not long before the whole school was organized and all the classes had adopted a plan for working together. The principal arranged for a general meeting once a month and for a meeting of delegates every two weeks. Each class sent delegates with interesting reports of what was being done in individual rooms.

One delegate reported that the students in his room had collected money with which they bought ferns that had been placed on brackets between the windows. Another described the work of the "Home-room Helpers," telling how the students kept the blackboards

A Neat and Attractive Schoolroom in Illinois. What are you doing to make your schoolroom attractive?

and chalk-trays clean, watered the plants, dusted the desks, and tried in other ways to keep the schoolroom neat and to make it attractive. A third outlined a plan for taking care of library books and explained how this plan had proved helpful to both the students and the teacher. At each class meeting following a meeting of delegates, reports were made to the members of the class on all matters of interest to them. This brought about a greater interest in the whole school as well as in each class and made each pupil feel that his room must work with all the other rooms for the good of the school.

School Slogans. — The boys and girls in this school had a very interesting way of using slogans or mottoes to get all the pupils to share in the school activities. D. T. D. stood for "Don't Talk; Do." S. Y. C. was another way of saying "Serve Your Community." "Do in Coöperation" was a favorite motto and this was inscribed over the entrance to the large assembly hall. On being asked by a visitor whether these mottoes helped to keep up the school spirit, one of the students replied, "A motto is a good thing if you live up to it."

The Pledge of an Ancient City. — A long time ago the people of Athens, a city of ancient Greece, worked out a plan for living together so that the members of the community might contribute something to it as well as get something from it. At that time fathers taught their sons a pledge which they were obliged to commit to memory and later to recite in public. This pledge reads as follows:

We will never bring disgrace to this city of ours by any act of dishonesty or cowardice, nor ever desert our suffering comrades in the ranks.

We will fight for the ideals and sacred things of the city, both singly and together. We will revere and obey the city's laws, and do our best to incite a like respect and reverence in those above us who are prone to annul or set them at naught. We will strive unceasingly to quicken the public sense of civic duty.

Thus in all these ways we will transmit this city not only not less, but greater, better, and more beautiful than it was transmitted to us.

By changing a few words in this pledge you can make it apply to your school and use it to express some of the things your class is trying to do.

Training in Good Citizenship. — The boys and girls in the school that we have been reading about in this chapter are getting the best kind of training in good citizenship because they are learning to do their share as members of their community. As members of a school club, boys and girls can render valuable service by making simple equipment for the school or for use on the playground; by having home and school gardens and devoting the proceeds from the sale of the products to some worth-while object; by taking part in various community beautification and safety-first efforts. In this way they cultivate in a most practical manner the habits and qualities of good citizenship. You will remember that a *habit* is formed only as we have the opportunity to get plenty of practice on the thing we want to learn to do.

Doing our part daily in the work of the school gives us just the needed chance to form desirable habits.

AT WORK IN A SCHOOL GARDEN IN MINNESOTA

What are some of the habits that these boys and girls are forming? Doing something worth while always brings a sense of satisfaction. Work out of doors brings both health and happiness.

We must have some opportunity not only to learn about the government, but to get some practice that will result in the formation of desirable habits of citizenship if this government of the people, by the people, and for the people is not to perish from the earth.

Boys who serve on a "Safety First" committee in school are preparing in the best possible way to do their part in the factory and in the community later on. Girls who help to make the schoolroom more

attractive will be learning how to do their part in beautifying their homes and the community as a whole.

The Meaning of Just Authority. — Just as each one of us does his part in the home, so in the modern school each pupil should do his share and should work with the teacher to make his community clean, attractive, and progressive. This is the best way to learn the value of rules and regulations and to find out that they are quite as necessary in making a good school as they are in regulating a successful game of ball.

In this way it is easier to understand the meaning of all just authority. Any person who desires to be a good leader will soon find that if he expects others to respect him and follow his directions, he must consider others and obey the rules laid down for all.

True Americans. — The World War brought home the fact that all members of a community should do something for its welfare. The only true American is the American who does his part.

Boys and girls all over the country are learning that the best way to be prepared for the tasks of adult life is to do their part now, to be responsible and productive members of their own community in their own way at the present time. A class or school organization enables them to do this. It provides a way for all the pupils to act together for the good of all.

Class Organization an Aid to Understanding Community Life. — While reading this chapter perhaps you have been wondering what class organization has to do with civics. By civics we mean the study of government — the government of our nation, our states,

and the smaller communities in which we live. Your school is a part of the community in which you live, and this community is a part of a much larger community, the state, which in turn is a part of another and greater community, the nation. The activities in these different communities have many points in which they are alike. That is why your own school community and its activities will serve so well in helping you to understand the other communities and in training you for greater service in them.

Every good American, whether young or old, wants to do his part whenever and wherever he has an opportunity to do it.

For Investigation, Discussion, and Action

1. Have you a class organization? If not, what do you think of the plan presented?
2. Appoint a committee to write to some school that is trying the plan and find out what the students think about it.
3. When do boys and girls become citizens? Give your reasons.
4. What do you do for your part in your home community?
5. Do you approve or disapprove of the idea of class slogans or mottoes, and why? Suggest any that could be used in your school.
6. Why is making a constitution an important part of class organization? What is the value of such a constitution?
7. What do you think of the person who fails to do his part in a game? How may your answer apply to the work of the school?
8. Tell how you formed some of your habits.
9. Why are public funds used to pay for your education?
10. Why is it necessary for Americans to know as much about their country as possible? Make a list of good reasons.
11. What do you mean by a true American?

A Town in Vermont, on Fertile Land where a Stream Furnishes Water Power

CHAPTER II

ORIGIN AND GROWTH OF COMMUNITIES

Problem: *To find out what a community is, why we have communities, and what affects their growth and development.*

A Common Interest. — Watch the boys and girls as they arrive at your school and see how naturally they form little groups and begin to do things together. One group is enjoying a game of baseball, another is listening to an interesting story, while a third is working in the school garden. Each new arrival selects a particular group because he knows some one in the group who has proved to be an enjoyable companion, or because there is something going on in the group that attracts his attention. If the newcomer is really interested in what is going on, he remains with the group and begins to take part in its activities.

The Beginning of a Community. — In much the same way every village or town or city has had its beginning. A fertile section of the country is drained by a river in which there are waterfalls. People passing that way observe the fertile soil and decide that it furnishes just the place for good farms. They also decide that the water power furnished by the falls in the river will turn the wheels of a mill and so grind their grain and saw the

logs for their houses. Thus a group of people make their homes near each other and have a common interest in the use of the land and the water power — that is, they form a community.

Other people passing that way or hearing about this group become interested and decide to live and work with the first settlers. Soon the little settlement grows to be a town or a village; in time it may become a large and important city.

Different Kinds of Communities. — If the early settlers mentioned in the preceding paragraph had been passing through a mountainous region they might have discovered coal or copper or gold and so a mining town would have been started instead of an agricultural community. A large tract of fine timber land furnishes the place for a lumber camp; plenty of water power with raw materials near by naturally results in a manufacturing center; a good harbor with possibilities for reaching inland settlements suggests a commercial community.

In any case a navigable body of water would prove an advantage as it would furnish a means of conveying products to other places when the little settlement had grown large enough to supply more than its own needs. When railroads began to furnish a means of transportation, the new settlement was sure to be near a railroad or to be connected with a railroad by means of good roads.

Growth of Communities. — Some settlements grow very slowly and never become anything more than small towns. Others, because of an especially favor-

able location, an easy means of marketing their products, or nearness to successful communities, have grown into large cities.

In the last fifty years more and more people have shown a desire for living together in large cities. This accounts in part for the growth of some of our largest centers; but this growth would not be possible unless these centers provided some way for the people to earn a living and thus get the things they want.

The census taken by our national government every ten years shows that in 1870 only a little over one fifth of the people lived in cities. At the present time more than half of the people reside in urban communities; that is, in cities and villages of over 2500 population. The five largest cities in the United States contain more than one ninth of the entire population of our country.

Cities like Gary, Indiana, in the Middle West, Oklahoma City in the South, and certain cities on the Pacific coast have grown very rapidly and are still gaining in population. These cities have been able to furnish their citizens with work and to attract newcomers. Many mining and some lumbering communities had a wonderful growth at first because of the natural products found there. Later, when the natural resources were exhausted and no new opportunities for work were provided, the people were compelled to leave and go to other places where they could earn a living.

Effect of Varied Industries. — A city that has many different kinds of industries is especially well

DENVER, COLORADO, AS IT WAS IN 1864

THE SAME CITY, DENVER, AS IT WAS IN 1919

Denver, founded as a mining camp in 1858, has had a rapid and steady growth because it developed many industries. Population, 1870, 4,759; 1890, 106,713; 1920, 256,491.

adapted to meet the needs of a growing population. Such a city can attract a large number of people because it offers greater opportunity for choice of work and provides for the skill of many different individuals. If such a city also has natural advantages at the beginning, like water power, a healthful location, or nearness to raw materials, it is bound to make rapid progress.

Our modern factory system in industry enables a great many people to work together and provides many different kinds of work. Thus a variety of workers find employment in the different parts of the same factory. In cases where there is friendly coöperation between the employees in the different departments and between all employees and the firm, this modern development has proved most satisfactory. Such a factory will naturally attract workers to any community of which it is a part.

In rural communities, it is more interesting for the workers on a large farm if the plan of mixed farming is followed; that is, for example, if part of the farm is devoted to an apple or peach orchard, part to hay and grain, and part to market gardens. This also has the added advantage of practically insuring success in at least one of these crops, even in an unfortunate year; whereas, under the one-crop plan, a bad season means a total loss.

Large and Small Communities. — Both the large and the small community have distinct advantages to offer. In the city there are the well-equipped, carefully graded schools commanding the services of trained teachers. The churches are large and can pay

A Consolidated School in Colorado

At the right is shown the abandoned schoolhouse of one of the many country districts which united to establish the consolidated school; also one of the many motor buses used for carrying the children to and from the school each day. This consolidated district includes a village of about 600 population and the surrounding farming districts; total area, 165 square miles, population about 2500. Besides classrooms and shops, the schoolhouse contains an auditorium, gymnasium, cafeteria kitchen and banquet hall, library and reading rooms. It is used not only for school purposes but also as a rural community center.

more for their music and for their pastors. The theaters provide entertainment for such large numbers of people that they can afford to get the best actors and the strongest plays. Concerts and lectures bring to the city the world's greatest musicians as well as the most famous platform speakers. Large stores with their numerous departments are prepared to meet the needs of the most exacting customers. Comfortable homes are equipped with all kinds of modern improvements in the way of plumbing, heating, and lighting.

On the other hand, a home in the country offers distinct advantages. There one is free from the noise and clatter of city streets. One has plenty of fresh air to breathe. Fresh fruit, milk, and vegetables, just as they come from the farm, are an everyday luxury. One is so much nearer to all the beautiful things in nature — the birds, the flowers, the trees, and the sunsets.

The consolidated school which brings together pupils from several districts and so makes a graded school possible will solve the school problem in the country. Many rural communities have not yet awakened to its possibilities both as a school for the boys and girls and as a community center where all the people may get together and work out their common problems. Such a school has great possibilities for every form of education and enlightenment and should be free from the overcrowding so common in congested city districts.

Modern improvements are no longer limited to

city homes. The dweller in a rural community may have his own lighting plant, his pressure tank so connected as to provide hot and cold water, and a sewage disposal system with a septic tank. Moreover, a trolley line, a railroad, or an automobile will take the country resident to the city whenever he desires to go.

What Makes a Community? — If each person living in a certain district worked just for himself, always did as he pleased, and never paid any attention to others, would it be a community? Would you like to live in such a place? What about the possibility of good roads or good schools under such circumstances?

Your answer to these questions will make it clear that a community is not a place. It is not simply people. We have a community when people, either few or many, decide to live and work together because they have common interests.

Each one of us should be a working member of some community. We should be quite as much interested in finding out what we can do for the community as in learning what it can do for us. Communities are sure to make the greatest progress when all the people are working together and each is doing his part.

We cannot do our part intelligently unless we know something about our community. We must find out what it has done, what it is trying to do, and what its relation is to other communities. We must also know how it may profit by following what other communities have done to make living together more agreeable and profitable.

A City Market for Garden Truck

Some of the wagons and trucks shown in this picture were driven 20 or 40 miles bringing fruit and vegetables to sell direct from the farm.

In the following chapters you will find answers to many of these questions, but it will always be your part to apply the answers to your own community.

Relation of Communities to Each Other. — The people on farms and in small towns sell their products to people in the city; and, in turn, buy tools, clothing, and other necessities from dealers in the city. The people in the country and in the city are, therefore, interested in having good roads and safe bridges as well as common laws to regulate their dealings with each other.

In the early history of our country the people of

each state thought they could be independent of the people in all the other states, and so they made laws for their own benefit. These were often to the disadvantage of the dwellers in neighboring states. They soon found, however, that it was much better to work with the people in other states rather than against them, and to agree upon common laws that all should observe.

We have gradually come to realize that even the great nations of the earth, which are really very large communities, cannot afford to live independent of each other. Each needs some things the others can furnish and all are happier and progress is greater if they work together.

A common interest, a true spirit of coöperation, and a real desire for the common good are fundamental factors in the growth and development of any community.

For Investigation, Discussion, and Action

1. Is your local community a country neighborhood, a town, a village, or a city?

2. Talk with people who have lived a long time in your community and find out as much as you can about the early settlers.

3. Get the librarian to give you a list of books, pamphlets, or old documents that will furnish information about the early settlers in your community. How did the site of your community happen to be selected? From what place did the early settlers come?

4. Try to find some of the stories told by early settlers.

5. What improvements has your community made in the last ten years?

6. State five ways in which your community is dependent upon other communities.

7. Explain why a pure water supply is necessary in a community, especially if it is to grow into a large community.

8. Explain how a lawyer, doctor, teacher, minister, merchant, or manufacturer helps the community.

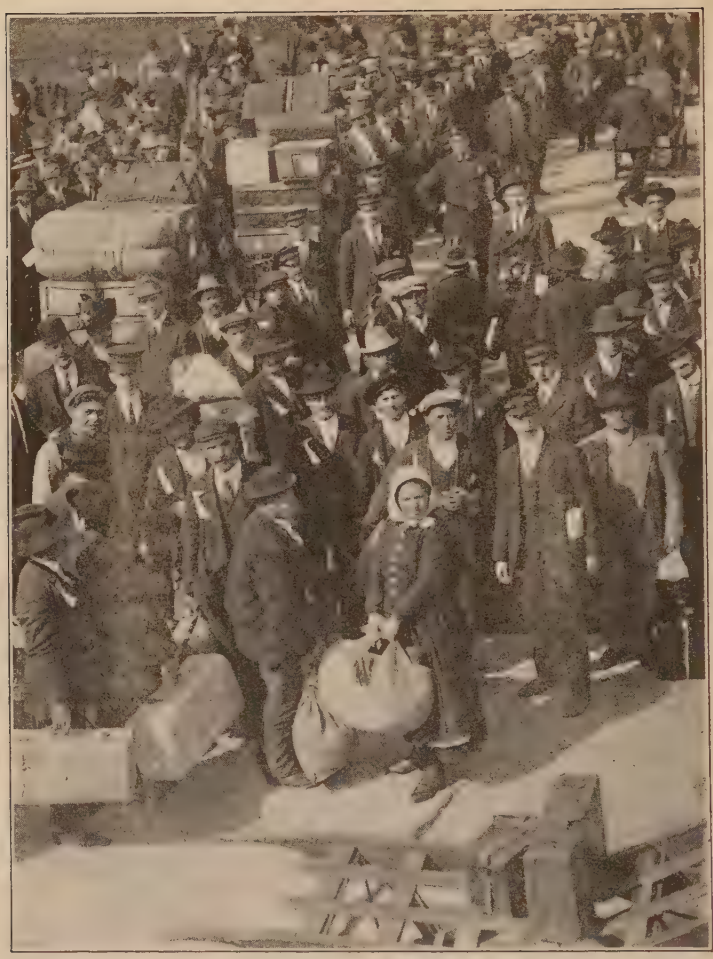
9. What are the advantages and disadvantages of living in a large community? In a small community?

10. What really makes a community?

11. How did the World War help to suggest that we all belong to one great community?

The Well-Kept Schoolhouse of a Country Neighborhood in Tennessee

Why is it that a schoolhouse is one of the first buildings to be erected in a new community? What does this school building suggest to you about the people who live in the district?



IMMIGRANTS JUST LANDED IN NEW YORK

These people have heard about the great opportunities to be found in America. What they will come to think about the country later on, depends upon the kind of treatment they receive from those who live here. We, as Americans, in our daily dealings with the immigrant must illustrate the ideas of justice and freedom if we expect him to learn that these ideas are American.

CHAPTER III

CITIZENS AND CITIZENSHIP

Problem: *Who are citizens in our country, who may become citizens, and what are some of the duties of citizens?*

Subjects and Citizens. — It is said that the people of the world might be divided into two classes, subjects and citizens. The subject lives in a country where the people have very little, if anything, to say about the laws by which they are governed or about the people who govern them. It has often happened that rulers in such countries have done much as they wished. The property, liberty, and even the lives of the people have been at their disposal.

Do you wonder that people living in countries of this kind have been struggling for centuries to gain their liberty? As a result of the World War the people in many countries now enjoy a larger share in the government than they have ever had before, and are trying to change from subjects into citizens.

The American Idea. — In America, however, we began with a very different idea — an idea that is well expressed in the Declaration of Independence, which says "that all men are created equal; that they are

endowed by their Creator with certain unalienable rights; that among these are life, liberty, and the pursuit of happiness."

One of the great documents that we shall study very carefully later on is "The Constitution of the United States of America." An amendment to this document states very clearly that "all persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the state wherein they reside. No state shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any state deprive any person of life, liberty, or property without due process of law, nor deny to any person within its jurisdiction the equal protection of the laws."

Meaning of Alien. — In the above quotation from the Constitution, notice the words "all persons *born* or *naturalized* in the United States." All persons neither born nor naturalized in this country are known as aliens. The country must protect aliens who live here. They must obey the laws the same as other persons, but they are not entitled to some of the rights and privileges enjoyed by citizens.

Hundreds of years ago it was not an easy matter to become a citizen of a favored country. In ancient Athens many people born in the city were not allowed to be citizens. It was counted a great honor to be a Roman citizen. Men sometimes paid large sums of money for this privilege. In America, those who prove themselves worthy and who believe in our Constitu-

ALIENS TAKING THE FIRST STEP TOWARD CITIZENSHIP

In filing the "declaration of intention" to become a citizen of the United States, an alien is required to make oath or solemn affirmation of the truth of his statements.

tion and are willing to promise to support and defend it may be made citizens.

First Step toward Citizenship. — The first step toward United States citizenship may be taken at any time after the alien becomes eighteen years of age. This is done by filing a paper, the "declaration of intention," with the clerk of the naturalization court.

This paper says that the person intends to renounce allegiance to the country from which he came and to the ruler of that country, and become a citizen of the United States. An anarchist, that is, one who

opposes any form of government, or a person of bad moral character, is not permitted to become a citizen of this country.

Those who desire to become citizens must have some knowledge of the government of the United States. They must believe in the Constitution of the United States, and must be able to speak and understand the English language.

Getting the Final Paper. — The petition for the final paper granting citizenship cannot be made until two years after the declaration of intention. This petition cannot then be granted unless the applicant has been in the United States five years and in the state where the final paper is to be taken for one year. Exceptions to this general rule are made in the case of aliens who fought for this country in the World War or who have served the country in some one of the ways mentioned in the law governing this matter.

An alien woman becomes a citizen when her husband is naturalized or when she marries a man who is a citizen. If unmarried, she may become a citizen by the same process as a man.

All alien *children* ought to be especially interested in this process of becoming a citizen because, according to the law, children under twenty-one become citizens when the father of the family is naturalized.

American Boys and Girls are Citizens. — Because certain privileges of citizenship, such as voting and holding office, are granted only to adults, many boys and girls have been in doubt as to whether they are citizens. Gradually they are coming to realize that

they are citizens and that they have definite duties of citizenship to perform.

In 1917 the President of the United States issued a proclamation to American boys and girls in which he recognized them as junior citizens and called upon them to give service not only to their own communities, but to communities in other parts of the world. "Best of all," said he, "more perfectly than through any of your other school lessons, you will learn by doing those kind things, under your teacher's direction, to be the future good citizens of this great country which we all love."

In one day the President shook hands with more than one thousand boys and girls who were members of corn-growing clubs, city-garden clubs, pig clubs, home-beautification clubs, and other clubs that help to develop habits of good citizenship. Thousands of young citizens have made the trip to Washington and talked with the President and with congressmen. Many of them have had a week's trip with all expenses paid because they did something worth while and did it better than any one else in their particular community.

Accounts of what boys and girls did during the World War have been collected from all parts of the country. The United States Bureau of Education has issued a pamphlet suggesting opportunities for continuing this practice in citizenship. Such opportunities will help in forming the habit of taking part in public affairs as intelligent and responsible Americans.

School a Part of Community Life. — School is not simply a place to prepare for doing things when one grows up. It is a real community; and, as such,

provides opportunities for taking part in activities that are just as real and just as important, in their way, as any of the activities in any of the larger communities — the city, the state, and the nation. For example, clean corridors in the school are just as desirable as clean streets in the city, fire drills are as essential to the safety of the school as fire companies are to the protection of life and property in the city, and a well-kept school yard is sure to add to any plan for making the community more attractive.

Furthermore, activities of boys and girl are not limited to the school. When a person does anything to make others safer, healthier, or happier he is serving his country. Accepting this definition, it will not be

Junior High School Workers for the Red Cross

The Red Cross is one of many organizations in which boys and girls can serve their country.

difficult for any of us to discover ways in which we can do our part.

Each Member of the Community is Responsible. — Just as the student who does exceptionally well in scholarship, in sports, or in a Thrift Stamp drive reflects credit on the whole school, so the one who fails to do his part through carelessness, neglect, or lack of consideration for others brings discredit upon all. We cannot criticize our school or our community as a thing apart from ourselves, because what concerns one member is of interest either directly or indirectly to the entire group.

Our government is like this. It is so organized that all the people share the responsibility for the actions of their representatives. It cannot be wiser or more just than the people themselves. If the government is unsatisfactory, new and better representatives must be chosen by the people. In the end each citizen must bear his share of the responsibility.

Effort Essential to Good Citizenship. — Under the old plan the *subjects* of a country enjoyed such benefits of community life as their rulers permitted. They had no voice in the government and they felt no responsibility for its management. They gradually became accustomed to obeying orders and not thinking much about it. This was an easy plan. But you would not like it. That is why you are making an effort to be informed about the government of your community and the larger communities of which it is a part.

Rights and privileges always mean effort because they depend to a large extent upon the way each

member of the community realizes his obligations and performs his duties. If the citizens are intelligent and do their part well, they will make a good community. If the citizens are uneducated and pay little attention to what is going on, if they are selfish and fail to consider the rights of others, their community will be an undesirable one in which to live.

A true American citizen is proud of his membership in the community; he enjoys the rights and privileges that it affords; and he meets his obligations and performs his duties in a loyal manner.

For Investigation, Discussion, and Action

1. What is the difference between a citizen and a subject?
2. Are you a citizen? If so, when did you become one?
3. What is the meaning of "all men are created equal"?
4. Does liberty mean to do anything you please? Give reasons for your answer.
5. Are all men "equal" in America?
6. Make a list of the duties of citizens.
7. If you take more than your rights, what happens?
8. How do you define an American citizen?
9. Why do subjects have no responsibilities?
10. What makes a good community?
11. Make a list of ways in which it may be possible for you to do your part in the community.
12. What do you mean by naturalization?
13. How can children who are aliens become citizens?
14. Is citizenship for those not born in America a right or a privilege? Prove your answer.
15. Why is your class a community?
16. If you are a Boy Scout, a Girl Scout, or a Campfire Girl, or if you belong to some other organization, tell what service the members are doing for the community.

CHAPTER IV

THE COMMUNITY AND HEALTH

Problem: *To find out how a community may care for the health of its citizens and how the citizens may make this work of the community most effective.*

Preventing the Spread of Contagious Diseases. — You have probably had the measles, mumps, whooping cough, or scarlet fever. You caught or contracted these diseases from some one else. Because they are catching they are called contagious. You may have been obliged to remain at home from school or picnics because some member of your family had a contagious disease. You may have felt at the time that it was a hardship to do so, but certainly you would not wish to spread disease in your community, and your staying at home was to prevent a further spreading of the epidemic.

What do you think of people who do not report a contagious disease? Are they coöperating for the common good? A contagious disease sign on a house may prevent many people from being sick; it may even save life, because it warns every one of the danger of catching the disease if one enters the house.

Perhaps you were first made aware of health regulations when you had to be vaccinated before you could go to school. This was done to help prevent

the spread of a once dreadful disease. Before the value of vaccination was understood and before health became a community matter, thousands of people died from smallpox, and many others were disfigured for life by ugly marks on their faces.

FIGHTING YELLOW FEVER IN ONE OF OUR SOUTHERN CITIES

These men are cleaning up rubbish in an infected district, to prevent the breeding of mosquitoes and flies.

The great Panama Canal might never have been built if Major Walter Reed, for whom a great national hospital in Washington is named, had not discovered that a certain species of mosquito carries the disease germ of yellow fever. By getting rid of these mosquitoes it was possible to prevent the spread of this deadly disease. This discovery not only saved thousands of

lives, but made possible one of the great improvements of our time.

Boys and girls all over the country are taking part in campaigns against flies because they have learned that flies carry typhoid and tuberculosis germs. They also understand that it is quite as necessary to keep the garbage can clean and covered as it is to kill the flies, because a dirty garbage can, left open, is just the place to breed flies and disease. In the country it is equally important to keep the horse and cow stables clean, and to spray the manure with poison or put it in closed pits. By the proper disposal of garbage and manure, the breeding places of flies, a great deal of serious illness can be prevented. For the sake of your own health and the health of your friends you should join in the "swat-the-fly" campaign. But you will know that one of the best ways to get rid of flies is to get rid of their foul-smelling breeding places.

Self-Closing Garbage Can

The hinged cover can be lifted and held open, but will drop shut when released. From this picture can you make such a cover?

Community Organization for Health Protection. — In every community, it is necessary to have some form of organization to protect the health of the people, because thoughtless or careless individuals might spread disease by polluting the water supply, by allowing refuse to accumulate, or by improper care of those who have contagious diseases. This organization is known in smaller communities as the board of health; in larger ones it is called a health bureau or health department. In cities, health bureaus or health departments are a part of the city government. In the country, a town or county health officer, usually a prominent doctor of medicine, takes care of this important work.

The local boards of health make and enforce rules and regulations about plumbing, water supply, disposal of waste, stables, pigpens, and many other matters that affect the public health. They also teach the people by sending out a great deal of valuable information concerning health. Bulletins, leaflets, and circulars are sent to the people telling them what to do and what not to do in order to keep well. Health officials often follow up these bulletins by public lectures in the schools. They also show moving pictures in factories and before large public gatherings. They write instructive articles on health for the newspapers and magazines.

In many communities the local health board has physicians, school nurses, inspectors, and chemists attached to its staff, and through these workers it not only prevents disease but helps to make sick people

well again. The death rate — that is, the number who die each year out of every thousand people in the community — is much lower in such communities than in places where little attention is given to matters of health.

Apparatus Used in Testing Milk for Bacteria

There are many kinds of bacteria, some of which cause milk to sour. Some kinds may cause disease, some are harmless, and some are beneficial. The best milk contains fewer than 30,000 bacteria per cubic centimeter. Milk containing more than 500,000 or 1,000,000 per cubic centimeter is declared unfit for food and its sale forbidden in many large communities.

In all progressive communities great effort is made to save the lives of little children. Health departments give very careful attention to the milk supply in order to be sure that the milk is clean and properly handled. Mothers are given careful instruction in the care and feeding of their children. Milk stations have saved the lives of thousands of weakly babies who have grown up to be strong, healthy children.

Motor Water Carts Flushing a City Street

The flushing accomplishes three things. It cools the street, cleans the pavement, and washes away disease germs.

A Pure Water Supply. — In most rural communities people can easily get an ample supply of pure water, but where a large number of people live together a good water supply may be difficult to secure. Even in small towns the people send samples of water from their wells to the state chemist to be tested, for they know that typhoid fever often comes from impure drinking water.

In large cities great care has been taken not only to provide a pure water supply but to see that no impure drainage from the land about the reservoir is allowed to get into the water. Many cities make provision for aërating the water before it is distributed to the people. This is done by forcing the water into the air so that it rises several feet and then falls back into the reservoir as spray, much like a fountain. This mixes air with the water and removes odors and

Motor Snow Plows Clearing a City Street

In some northern cities it is necessary to remove the snow to make the streets passable for wagons and trucks.

undesirable gases. After taking as many precautions as possible, city chemists are employed to test the water supply at regular intervals. In the city of New York, where millions of people must be protected, this is done fifteen times daily. In most large cities you will find men on duty night and day guarding the water supply of the people.

The Necessity of Clean Streets. — The street department and the health department work together in providing clean streets. Can you see why there should be a law to forbid sweeping or throwing refuse into the street?

In some places men are employed to sweep the streets, gather the dirt into piles, and load it into wagons. In others large rotary sweepers are used for general cleaning. Many cities flush the streets with water, thus washing the dust and dirt into the sewers.

This is a more sanitary method, as it does not scatter the disease germs. Much of this work is done at night when there is comparatively little traffic and the people are indoors. Street sprinkling is a good way to prevent dust and dirt from getting into the houses and so carrying disease germs.

Hospitals and Clinics. — The health department in many cities maintains public hospitals and dispensaries where free medical and surgical treatment is given to those who need it but cannot afford to pay for it. In this way people of small means may have the services of some of the best physicians and surgeons in the city. This is made possible because many doctors are sufficiently public-spirited to give part of their time to such public service. It is stated on good authority that the poorest and the richest people have the best medical service.

Wards for contagious diseases are provided in the hospitals. In cities, quick ambulance service is a part of the plan to protect human life. In this way people who are seriously injured or are taken suddenly ill are carried to the hospital and given medical attention as soon as possible.

Free dental clinics care for thousands of school children and give them most helpful instruction. The care and preservation of the teeth is a matter having a very important relation to good health. Dentists, like physicians, have given a generous share of their time for the benefit of the community along this line.

One of the commonest diseases is consumption or tuberculosis. This disease can be cured if treated

early enough; and usually it is better for the patient and safer for his family when the treatment is given in a hospital instead of the home. The menace of tuberculosis is so great that both states and cities maintain hospitals for persons who have this disease.

The Meaning of Cleanliness. — Perhaps the most necessary and the most important precaution against disease is cleanliness. It is surely one in which every member of the community has a large and very important share. We cannot have clean milk unless we have a clean stable or dairy, clean cans, clean bottles, and clean handling from cow to consumer.

If every house were free from dirt there would be much less work for health officials. One writer has said, "Dirt is altogether too expensive to keep in the house." Clean clothes and clean bodies not only mean better health but make more desirable citizens.

To keep sink drains and toilets clean and in the best of order is a duty to one's self as well as to the community. The garbage can must come in for a large share of careful attention or it will become a breeding place for disease germs. If garbage is not collected regularly some plan must be made for burning it.

Each citizen can see to it that proper receptacles are provided for ashes and waste paper. Rubbish should not be allowed to collect in the back yard. All rules and regulations of the health department relating to such matters should be cheerfully and promptly obeyed.

Value of Public Sentiment. — Boys and girls may share in creating a strong public sentiment that will

Before and After Installing a Smoke-Consuming Device in a Pennsylvania Factory

stimulate officials who are inclined to become negligent or careless about matters of health. Poor service is largely the fault of citizens who either lack interest or are unwilling to make any effort to see that public servants do their work properly.

In no other matter is the welfare of the individual more closely linked with the welfare of the community than in this matter of health. If strongly supported by public opinion and aided by the coöperative effort of all members of the community, health officials can accomplish much more than is possible under present conditions in many communities.

Spitting on the sidewalk and in public places spreads disease and is contrary to law. Yet it is a very common practice among certain people who fail to obey the law because they do not realize it is for their own protection. In many cities there are very strict regulations regarding "the smoke nuisance,"

yet the air is often filled with chimney smoke that carries dirt and causes disease. One authority is quoted as saying that smoke destroys more property than fire. Who can estimate the damage it may do to the health of the people? The smoke inspector, however, cannot eliminate this nuisance if he has to work alone. He must be supported by public sentiment.

A Health Creed. — The following is taken with slight alterations from the health creed that has been recommended by the Indiana State Board of Health for the boys and girls in that state. It suggests many valuable ways for personal coöperation in promoting better health.

A Health Creed

I believe it is my duty to take good care of my body.

I will study nature's laws of health and will obey them for my own sake.

I will not wet my fingers in my mouth when turning the leaves of books.

I will not put pencils in my mouth nor wet them with my lips.

I will not put pins or money in my mouth.

I will always chew my food thoroughly.

I will not cough or sneeze without turning my face and holding a piece of paper or a handkerchief before my mouth.

I will strive to keep my face, hands, and finger nails clean.

I will not spit on floors, stairways, or sidewalks.

I will wash my mouth every morning on getting up and at night on going to bed, and will use a toothbrush.

I will get all the fresh air I can and will open wide my bedroom windows when I go to bed.

I will be clean in body, clean in mind, and avoid all habits that may give offense to others.

Communities as well as Individuals Must Work Together. — In this chapter you have been reading about some of the ways in which the members of a community may work together to insure good health. If you stop to think about it, you will realize that communities also must coöperate in health matters if the best results are to be obtained. For example, during an epidemic of infantile paralysis many towns and even states found it necessary to work together. They agreed on certain regulations with reference to children entering or leaving their particular section. Unless they had done this in coöperation their own efforts would have been of little value. A state sometimes declares a quarantine against other states because contagious diseases are prevalent.

Certain matters of health that affect the welfare of several states or of the entire country have to be regulated by the national government. Ships coming from foreign countries are held in quarantine and all immigrants are required to submit to medical inspection before they are allowed to land. Persons who are found to have certain contagious diseases, not easily curable, are required to return to the country from which they came.

Both national and state governments have passed laws forbidding the sale of impure food. No state produces all the food that its inhabitants require and therefore you can see how necessary it is for the national government to make laws that apply to all the states. The national government must also send men into the different states to see that these laws are observed

Inspection of Immigrants at the Port of New York

Some immigrants are found to have diseases of the eye which are dangerous to others, because the infection is easily spread.

by the people. Very strict national laws have also been passed with reference to the sale of drugs that must be used by people in case of illness. This is a matter of common protection. So you see how communities both large and small work together in this important matter of protecting your health and the health of all the people.

By taking an active interest in all matters that make for better health in the community, each citizen becomes a working member of the board of health and so helps to make living safer and life more enjoyable for all.

For Investigation, Discussion, and Action

1. Are contagious diseases posted in your community? If so make a list of these diseases and tell the color of the sign used.

2. Have you ever had the experience of being quarantined? If so, describe your experience.

3. Give an instance of a federal health law, a state law, a local health ordinance.

4. Is it better to prevent or to cure disease? Give your reasons.

5. How did you first learn about health regulations?

6. How does your community dispose of its sewage?

7. Why should a garbage can be kept covered?

8. How is garbage disposed of in your community?

9. What do you do with your ashes and waste paper?

10. Visit the health department, if your community has one, and make a report to the class concerning the result of your visit.

11. Collect all circulars or pamphlets issued by your board of health.

12. Are there any other agencies for promoting health in your city?

13. What is your community doing about the milk supply? The water supply?

14. Make a list of things each individual can do to prevent disease.

15. What does it cost to keep the streets of your community clean?

16. Can you suggest any way in which the expense could be reduced?

17. Make a list of safety-first health rules.

18. What would you think of the plan of hiring a doctor at so much per year to *keep* the community well, instead of using his services only in sickness?

19. Collect clippings from your local paper or from magazines concerning matters of public health.

CHAPTER V

THE COMMUNITY AND THE PROTECTION OF LIFE AND PROPERTY

Problem: *How and why does the community protect life and property, and how may all citizens coöperate in this matter?*

Coöperating for Protection. — Why did the early settlers in America have to keep their guns near them while at work in the field, and even take them to church? You will answer that they had to do this in order to protect themselves against the Indians. They also built forts into which they could take the women and children and where the men could unite for common protection. In fact, better protection against common enemies was one of the reasons that caused people to dwell together in communities.

There is no longer any danger from Indians, but we shall find there are many other dangers to life and property which call for protective measures. These dangers increase, just as the dangers to health increase, as larger and larger groups of people begin to live together.

Why do we Need Protection? — If all members of a community were willing to obey the laws and to be thoughtful and considerate, we should not have to employ men to protect us and look out for lawbreakers.

We know, however, that there are people who damage property, steal, murder, and generally disregard the rights of others.

Fortunately these people are comparatively few. There would undoubtedly be more such people if nothing were done to protect the great majority of orderly citizens who desire to go about their business unmolested. Every community must, therefore, have some way to enforce the laws and so protect law-abiding citizens.

The careless or reckless individual must be made to comply with the law. For example, the automobile driver must not be allowed to run his car at a dangerous rate of speed. He must wait for his turn when crossing a street. He must turn corners carefully and in a manner that will not be dangerous to other vehicles. We must, therefore, have traffic policemen whose duty it is to see that rules and regulations made for the common protection of all citizens are carefully observed. Villages and towns must have their constables, counties their sheriffs, and cities their police departments.

The Policeman as a Helper in the Community. — We must not think of these officers, however, merely as men who arrest people. This is only a small part of the splendid service they give to the community.

Policemen are often needed to keep crowds in order, and traffic policemen spend far more time in regulating the movement of vehicles at dangerous crossings than they do in making arrests for reckless driving. The policeman gives information cheerfully to hundreds of strangers in our cities; he helps the old lady

Policeman Regulating Traffic at a Street Crossing

Policeman Helping School Children to Cross a Street in Safety

Many policemen are assigned to this duty during the hours when children are going to the schools and returning from them. These policemen prevent many accidents.

or the little child across the street; he tells the storekeeper or the householder of the door that has been left unlocked; and he takes the lost child safely to her home. When you recall all the services that a faithful policeman renders to his community, you will surely be glad to coöperate with him whenever you have an opportunity.

Qualifications of a Policeman. — In many cities a policeman, like a fireman, cannot be appointed until he has passed mental and physical tests which prove that he is strong, courageous, and intelligent. Usually the men in the police department and the fire department hold their positions during good behavior or until they reach a certain age or are no longer able to discharge their duties.

Special police officers are often appointed for service on holidays or other important occasions when large crowds of people gather on the streets or in public places. Whenever there is any trouble, such as a strike or a race riot, policemen must not take sides in any way. It is their duty to maintain order, to see that the law is observed, and to protect all law-abiding citizens.

A policeman is sometimes called a patrolman because he patrols a certain section of the city assigned to him, called his "beat." In some cities policewomen have been appointed to the force and have done very effective work, especially with women who fail to obey the laws or are likely to do so.

Helping the Policeman. — If necessary an officer may call upon any citizen for aid in the performance of

his duty. All good citizens, whether men and women or boys and girls, are expected to help the policeman give his best services rather than hinder him.

A very important part of a policeman's duty is to prevent crime or any other disobedience to law. The very fact that a policeman is on hand often keeps people who might be tempted to break the law from doing so. As in the case of the health officials so it is with the policemen; there must be a wise public sentiment that upholds them in the performance of their duties.

Citizens are at fault if the police force is inefficient. Officers who fail to perform their tasks as required by law should be discharged from the force. Those who give valuable public service should be commended and properly rewarded. The great majority of public servants are honest and want to do their duty. But they should and must have the loyal support of all good citizens if they are to give their best service to the community.

Coöperation of Communities for Protection. — A great strike or a race riot resulting in disorder and destruction of property might make it impossible for the local police to take care of the situation in a particular community. An unusual occurrence such as a great fire, a flood, or an earthquake may make it necessary for the community to call for outside assistance. In such cases the larger community of the state or possibly of the nation may be asked to send aid in the way of state or federal troops. New York, Pennsylvania, and a few other states have special state police who are

A Well-Lighted Street in Des Moines, Iowa

under the authority of the state and who may be sent anywhere within its borders to see that the law is obeyed and the rights of the people are protected. Here again we see how the individual town or city is only a part of the larger communities, the state and the nation. All must work together for the common good.

Street Lighting as a Means of Protection. — Did you ever think of the fact that good street lighting is another way of preventing disorder and crime? One writer tells us that street lights are worth dozens of policemen. Lawbreakers are protected and encouraged by darkness. Black alleys are good hiding places to harbor rowdies and thugs lying in wait. Dark streets are fine covers for burglars while breaking into houses and also while escaping.

A well-lighted city or village not only has much less lawbreaking but it is also much more attractive at night. People are drawn to bright lights. Shops and stores in well-lighted avenues get trade because of their lights. Then, too, a well-lighted street is much safer for all kinds of vehicles because there is far less danger of accidents.

Protection against Fire. — The greatest danger to property in large cities is from fire; hence the great force of protectors known as firemen. In smaller cities and villages, volunteer fire companies have done and are doing a very important public service. In some places these companies are given a yearly sum for necessary expenses. The community provides the apparatus and equipment. The members of these companies are private citizens who receive

no salary and who render a truly patriotic service to their fellows. In a large city the danger to both life and property is so great that the city government maintains a trained fire department. The city provides the fire department with the most approved apparatus for fighting fire because the people want to secure the greatest possible protection.

It is interesting to compare the apparatus used in earlier years with the modern fire-fighting devices of the present day. To-day the most ingenious engines that human skill can devise are used in fighting fire. There are extension ladders that can be raised in eighteen seconds. Great water towers can be put in place in twenty-five seconds; they lift the hose nozzle high in the air where it will throw water into the upper stories of lofty buildings. Automobile engines and trucks are a common sight in our large cities.

The modern fire department, like the police department, requires trained men of more than ordinary ability who know how to use this apparatus most effectively. They must be men of good judgment and must know how to deal wisely with serious situations. They must be well organized and must have trained leaders. You cannot fully realize what all this means until you have visited your local department and talked with the men who are giving this important public service.

A fire department is of little value unless there is an adequate water supply available in all parts of the city. Some cities have a water system for fire fighting separate from the supply of drinking water. This is to pro-

Fighting a Fire. A Water Tower in Action

vide plenty of water and a high pressure sufficient to cope with a large and serious fire.

Fire Prevention Saves Great Loss. — Even though we have the best fire departments in the world, the United States has a greater loss of property by fire than any of the other great modern nations. It has been estimated that if all the buildings burned in a year in this country were placed side by side, they would fill both sides of a street that would reach from the city of New York to Chicago. Add to this some two thousand lives lost, besides thousands of people made

A Forest Ranger Finding on the Map the Location of a Distant Forest Fire

homeless or thrown out of work, and you will get some idea of what our annual fire loss means.

This emphasizes the extreme importance of preventive measures. As it is easier to prevent fire than to put it out, you can see what a large share of responsibility rests upon each member of the community.

Many fires are caused by putting hot ashes into wooden boxes or barrels. Matches should never be left within the reach of little children. Piles of rubbish allowed to accumulate in the attic or the cellar are frequent causes of fire. A lighted gas jet is pushed too near a blowing curtain and soon there is a hurried call for the fire department. A careless farm hand upsets a lantern and the year's crop of hay is destroyed. Carelessness is the cause of more than three fourths of all fires. This suggests one solution to the problem of preventing fires and so avoiding great loss of life and property.

In forest regions trained fire fighters, known as rangers, often work day and night fighting fires that would otherwise destroy thousands of dollars' worth of valuable timber. We often fail to appreciate what the watchful care of such public servants really means. Campers in the woods should always be sure that their fires are completely extinguished before breaking camp.

Constructive Measures for Reducing the Loss by Fires. — Many things are being done to prevent fires. Large cities have "fire limits" within which no wooden buildings are permitted. Asbestos curtains in theaters, stairways made of fireproof material, automatic

sprinklers and fire alarms are some of the things that are used for preventing and decreasing the loss from fire.

As a public safety measure, some cities have established what is known as a bureau of buildings with a fire marshal in charge. It is the duty of this official to see that buildings are properly constructed, that wiring for the use of electricity is properly done, and that measures are taken to prevent the spread of fire in a building in case a fire should start. Inspections are made during the construction of buildings, and a final writ of approval must be issued before a building is considered satisfactory.

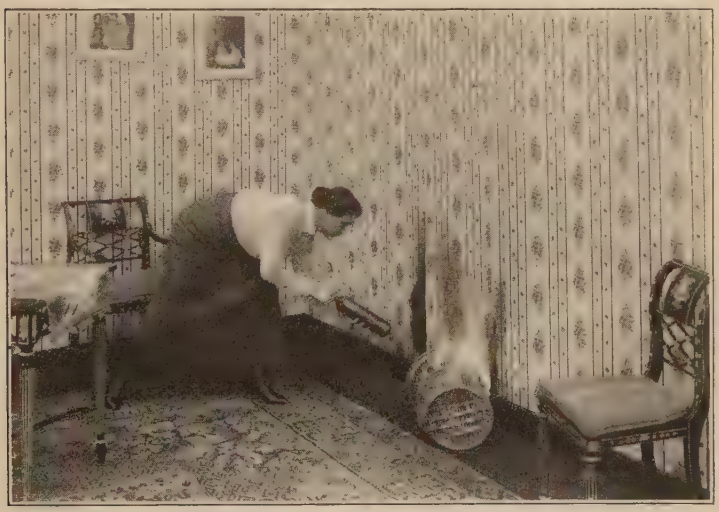
In many places it is against the law to light a fire outdoors without a permit, even to burn up brush or rubbish. Such regulations are especially necessary in small towns and villages and in parts of the country where there is danger of forest fires.

Junior as well as senior citizens if living in the city should know the location of the nearest fire alarm box, also how to call the fire department by telephone. Quick action at the beginning may put out a fire. A fire extinguisher and ability to use it has saved thousands of dollars' worth of valuable property.

The Value of the Services of Firemen and Police. — You may sometimes have thought that firemen and policemen have an easy time. Do you still think so? Remember that they must be ready for duty that may mean serious danger or even death at any time of the day or night. They are constantly on guard to protect life and property in your community. You can show your appreciation of their services by coöperating

with them to the fullest extent of your ability whenever you have the opportunity.

Protecting Human Life. — The safety-first movement is one of the ways in which people are seeking better protection of human life. The use of safety



USING A FIRE EXTINGUISHER

How many kinds of fire extinguishers have you seen? How is each kind used?

devices on trains, on street cars, and in factories has increased rapidly in the last ten years. Mines must be properly timbered, machinery must be carefully guarded, and elevators and boilers must be regularly inspected. New ways for securing the prevention of fire and accident are being constantly planned. Traffic rules are made to protect the public from accident by automobiles and other vehicles.

After all, however, a great deal depends upon the individual. He must be willing and must know how to use the various safety devices. He must think before he crosses the street. He must coöperate with all other members of his community in order to insure the desired results.

Using the Fire Escapes in a School Fire Drill

The safety-first movement is rapidly gaining the attention of thinking people all over the country. Here is another opportunity for boys and girls to have a big share in making an important movement a great success. They can help not only in saving human life but also in preventing much unnecessary suffering. Many schools are already planning in various ways to do their full share.

Every good citizen will do all in his power to aid in the important task of protecting life and property and so help to make his community a better and a safer place in which to live.

For Investigation, Discussion, and Action

1. How do animals unite for mutual protection? Give examples.

2. Why do we have to employ men to protect life and property?

3. Make a list of the ways in which you have helped a fireman or a policeman.

4. Write a paragraph telling what you would do in case of fire at your home; and make a list of the ways to prevent fire.

5. How is the fire department in your city or town organized?

6. If there is no fire department where you live, explain what is done in case of fire.

7. What are the necessary qualifications of a fireman or policeman in your community?

8. Has your school any provisions to prevent its quick burning? Do you have fire drills?

9. Make a list of the different ways fires may be put out if taken in time.

10. Get all the information you can about the department from some fireman or policeman in your community.

11. Explain why it is better not to have fireworks on the Fourth of July.

12. What was the fire loss in your community last year, and how does it compare with previous years? What were the causes of the last five fires in your community?

13. Write to the National Board of Fire Underwriters, 207 East Ohio Street, Chicago, Illinois, for interesting pamphlets on fires and fire prevention.

14. What could a safety-first committee do in your school?

15. How can you coöperate in the safety-first movement in your community?

CHAPTER VI

EDUCATION FOR ALL CITIZENS

Problem: *Why should every community provide schools, and why is education compulsory up to a certain age?*

Two Great Enemies of Society. — Ignorance and poverty have long been the two great enemies of society. In countries where the people are merely subjects, the working classes, especially, have not had much chance to get an education. The rulers have believed that the less education the common people had the more contented they would be to follow commands without questioning.

You may remember that in the early history of the Virginia colony there was a governor who represented a ruler of this type. He said, "I thank God there are no free schools or printing, and I hope we shall not have these for a hundred years." Fortunately for all of us, Virginia did have both schools and printing. It was this very state that gave us Patrick Henry, the patriot who dared to say, "Give me liberty or give me death." He was a statesman who used both voice and pen most successfully in the great cause of American independence.

Education Necessary in a Democracy. — In the United States of America all the people have a share

in the government and so every citizen must have an opportunity to get an education. He must know how to read; and he must form the habit of thinking about what he reads. He must know what is going on in his locality as well as in the larger communities of which his is only a small part.

If he is to vote wisely on public questions and to take part intelligently in public affairs he must have an education; and he must use that education for the public good. It is, therefore, easy to understand why every state in the Union provides free elementary schools, and why most states have good free high schools. There are more schoolhouses in America than in any other country in the world. Most states provide opportunities for a college education either through state universities or through free scholarships. In this way young men and young women may prepare themselves for positions of great responsibility, and so become leaders in public affairs.

Value of an Education. — Education equips the individual with power to do his part as a good citizen. Education makes it possible for him to earn a better living. When boys and girls have learned how to use their brains and their hands, they have distinct value as workers in the world.

One authority, in expressing the money value of an education, says that each day spent in school is worth ten dollars in cash to the pupil. You can easily figure what any boy is losing when he leaves school to take a "job" that pays eight or ten dollars a week.

You can write to the Bureau of Education in Washington and get a government pamphlet entitled " The Money Value of Education " that will tell you many interesting facts. The free public schools of America have trained thousands of boys and girls who would

National Child Labor Committee

A Seven-Year-Old Cotton Picker

This girl is picking cotton — 50 pounds in half a day — instead of going to school. Many other children, north, south, east, and west, work in factories and on farms when they ought to be in school.

otherwise have had little or no opportunity to get ahead in the world.

Meaning of Compulsory Education. — In view of these facts you can see how important it is that the matter of education is not left to individuals, either adults or children, to decide. You can understand

why the laws in nearly every state compel boys and girls to go to school.

One of the problems of education has been to keep children in school long enough for them to get the education that is so essential. The difficulty is due to the failure of parents or pupils or both to understand how valuable an education really is. In most of the progressive states, children are not allowed to go to work until they are sixteen years of age unless they have completed at least the first six grades of the elementary school. Even then they are required by law to attend "continuation schools" until they reach a certain age; that is, they must leave their work for a half day, or more, a week and attend special classes provided for their instruction.

Compulsory education laws give every boy and girl a chance to go to school. Because many parents as well as children are not wise enough to see the real value of an education it is necessary for the state to protect itself as well as the boys and girls by passing such laws.

Reasons why Students Desire to Attend School. — Most communities are planning the school work so that it appeals to the real interests and meets the everyday needs of the boys and girls.

Schools now offer a much greater variety in their courses of study than ever before. They give boys and girls opportunities to try out their abilities along lines of their own choosing. They provide courses that enable the students to work under actual conditions found in industrial or commercial establishments or on the

U. S. Bureau of Education

DRESSMAKING CLASS IN THE OREGON AGRICULTURAL COLLEGE

Ability to make one's own garments brings a sense of satisfaction and independence that every girl ought to consider well worth while.

A MODEL PRINT SHOP IN A JUNIOR HIGH SCHOOL

A practical opportunity for boys to cultivate habits of neatness, orderliness, and accuracy as well as to get their first lessons in learning a trade.

farm. Results are thus obtained that are of real value in assisting boys and girls to discover whether or not they have the inclination or the ability to engage in a particular kind of work successfully. By giving such training as this, the schools are becoming increasingly helpful in developing both useful and intelligent citizens.

Vocational education has now become a part of the regular school work in many communities, thus giving students who are going to work on the farm or who plan to take up a trade or who desire to work along commercial lines an equal opportunity with those who expect to enter the professions. This keeps boys and girls in school a longer time and prevents them from taking " blind-alley jobs," that is, jobs that offer little, if any, opportunity for advancement.

Raising Money to Pay for Schools. — Everybody is either directly or indirectly benefited by the public schools and so all are called upon to help support them. This is done through the payment of a school tax which may be a separate tax or a part of the total amount of money raised for community expenses. The money appropriated for the support of the public schools is frequently the largest item in the tax budget. No money spent by the community brings larger returns, even though the results may sometimes be hard to measure in dollars and cents.

Throughout the United States a large share of the money spent for schools is raised by the people of the locality, but some states appropriate funds for school purposes and such funds are added to whatever is raised locally. Thus you see another evidence of the way

in which the state works with the communities of which it is made up. Some of the states are now helping the smaller places and working with them in order to give to country boys and girls opportunities that are more nearly equal to those enjoyed by city children.

School Officials and their Duties. — The business of managing the school or schools of a community is usually placed in the hands of one or more committeemen or trustees who are elected by the people. It is the duty of such a committee to look after school property, to employ teachers, and sometimes to select textbooks.

In large communities the several directors, committeemen, or commissioners, as they are variously called, act together and are known as the board of education. This board has power to employ a superintendent of schools and other needed officers to care properly for all the wants of the schools.

To secure more uniform excellence in the schools of a district, town, township, city, county, or state, various supervising officers are appointed to go from school to school and inspect the work done by the teachers. It is the duty of such officials to make courses of study, to hold institutes for the teachers, and in other ways to help in making the work of the schools more effective.

Educational Opportunities for Those Who Have Left School. — Many opportunities are provided for those who have been obliged to leave school early and who desire to continue their education. Nearly every subject offered in the day school is now taught in some evening class.

AN EVENING SCHOOL FOR FOREIGNERS

This is a class of men who are learning English. They are wage earners who are employed during the day and are using their evenings to make themselves better Americans as well as more efficient workmen.

Under the continuation-school laws previously mentioned, employers must allow all employees under a certain age to attend school a given number of hours — in some cases four or eight hours — each week. This must be done during working hours so that it will not be necessary to attend evening school after doing a hard day's work. Some cities have worked out plans that allow employees to go to school part of the day or week and work the other part. This enables the worker to continue his school work while he is learning his trade.

Schoolhouses are more and more being used for community gatherings. At such meetings matters of health are considered, local improvements are planned,

and public questions are discussed. Through this wider use of school buildings, it is possible to make the schoolhouse an educational center for the people both young and old.

Other Educational Agencies. — The public library is another American institution that offers great educational advantages. It encourages citizens to continue their education long after regular schooldays are over. You will be interested to know that the plan of allowing the reader to take a book from the library to his home was first tried in America. Here many libraries belong to the people and are so conducted as to give valuable service to the public.

Museums and art galleries offer another opportunity to continue one's education. They provide a most profitable way of spending leisure time. Some states are providing extension courses which may be taken by mail; or, if the number of students is large enough, instructors are sent to the community to meet them in groups and work with them.

Coöperation of the State and of the National Government. — All through this chapter you have noticed references to the state. Education is one of the matters that is left largely to state control. Each state has its own plan and has definite laws for carrying out its educational policy.

All communities in a particular state must follow the state plan. This plan usually tells what is the least any locality can do in order to obey the law, and then allows each town or city to do as much more as it may desire. The state requires yearly reports

and sends officials from place to place to see that the state laws are obeyed. Each state also has a board of education or central educational body. A matter so important to the state as the education of its citizens cannot be left wholly to localities to decide.

The national government maintains a Bureau of Education with the United States Commissioner of

A Corn Club under Government Supervision

Education at its head. This bureau is maintained for the purpose of studying educational problems with a view to giving aid and advice to school systems throughout the entire country. Our government has from time to time encouraged education in the several states by various grants of land. In 1862 each state was given a large amount of land to provide funds for the building of an agricultural and mechanical

college. Recently large sums of money have been given to states that were willing to appropriate an equal amount for the training of students along agricultural, industrial, and commercial lines. This is called vocational education because it is the kind of education that will help boys and girls in choosing their vocations and entering upon their work with the best possible preparation.

In these and other ways our national government coöperates with the states and the local communities in carrying on the important work of educating each citizen to do his part.

In America, where education is so essential to the welfare of the country, it is not only possible for everybody to get an education, but the process may be continued in enjoyable and interesting ways throughout life.

For Investigation, Discussion, and Action

1. Why are ignorance and poverty enemies of society?
2. Why should citizens read papers and magazines? What do you read?
3. Why are schools more necessary in America than in some other countries?
4. Prove that education has a money value.
5. Why is the state interested in education?
6. Does your state give any money for education in your community? If so, how much?
7. How does the national government show its interest in education?
8. What do you mean by compulsory education? How do the compulsory education laws in your state affect you?

9. What educational advantages can city schools offer? What are some of the advantages in rural schools? How are both increasing their efficiency?

10. Who pays for the schools? How much is paid in your community and how is the money spent? Why should people who have no children pay school taxes? How much does it cost the state and the community for your schooling each year?

11. What are the laws regarding child labor in your state? What do you think about them?

12. Make a list of things taught in your school that will make you a better wage earner.

13. What other means of education has your community besides the schools?

14. What opportunities are provided in your community for those who are obliged to leave school early?

15. Suggest some ways in which school buildings can be used after regular school hours.

CHAPTER VII

CIVIC BEAUTY AND RECREATION

Problem: *What are some of the ways of promoting civic beauty, and what can citizens do to help make the community more attractive?*

Natural Beauty. — It was the American poet Emerson who said,

> "If eyes were made for seeing,
> Then beauty is its own excuse for being."

We enjoy a ride in the country or a walk through the parks of a city because of the trees, the birds, and

Road in a City Park

the flowers. Every turn of the way presents a new combination of beautiful things: a winding river with cool, shady nooks, a quiet lake reflecting stately trees and fleecy clouds, a broad field of green or brown, or perhaps a view of distant mountains lifting their many peaks towards the sky.

Destroyers of Beauty. — The establishment and growth of communities have destroyed much of this natural beauty. Blackened stumps have replaced beautiful forests because lumber had to be obtained to build houses, factories, and other necessary shelters. Hills have been cut into to make room for highways, and mountains have been disfigured in order to get the mineral resources that they contained. Noisy factories now line the once quiet streams and clog their waters with refuse. As the community increases in population tall buildings hide the beautiful sunsets, and black smoke from many unsightly chimneys darkens the sky.

Preventing Needless Destruction. — Advancing civilization is bound to destroy much natural beauty, but needless destruction can and must be prevented. We must have telegraph and telephone lines, but we are learning that it is not necessary to chop down or to disfigure beautiful trees in order to provide for this modern improvement. In many large communities the poles have been removed and the wires have been placed underground.

The need of lumber for building purposes is no excuse for not exercising care in selecting only those trees that are properly developed. A little thought for

future needs as well as for the beauty of the landscape would suggest setting out young trees to replace those used, thus making provision for a new growth of timber. Many colleges offer courses in forestry, and men are being carefully trained to help replace the waste brought about by the destruction of trees.

Citizens rightly protest against the burning of soft coal in improperly equipped furnaces which permit smoke and soot to escape and settle upon everything in the neighborhood, soiling and blackening whatever they touch. This protest has expressed itself in city ordinances dealing with the smoke nuisance. In furnaces equipped with a smoke-consuming device (page 40), the smoke and soot are burned, thus turning them to good use. In fact, such a device may pay for itself in the additional heat secured from the coal.

Some communities have made it impossible for a careless factory owner longer to pollute streams and thus spoil the charm and beauty of the country and villages along their lower courses. As the people realize the meaning of the needless destruction of beautiful things that nature has given us they will make greater effort to prevent it.

Preserving Natural Beauty. — Public-spirited citizens have done much to create sentiment in favor of preserving natural scenery. The national government has set aside thousands of acres of land in national parks, thus preserving natural scenery of surpassing beauty. The Yellowstone, Glacier, and other national parks belong to the people of the whole country and no one should be allowed to destroy the wonders that

are to be found there. States also have many parks, great and small, preserving natural beauty for the benefit of the people.

Were it not for restrictive laws, the wonderful beauty of Niagara Falls would long ago have been destroyed by men diverting the water to produce electric power and to turn the wheels of mills and factories for their own profit. As citizens we must ever be on the alert lest selfish or short-sighted representatives of the people seek to change such protective laws and so destroy natural beauty that can never be replaced.

Parks and Playgrounds. — Cities, as well as the nation and the states, have established parks and playgrounds that offer exceptional opportunities for rest and recreation. On a Sunday afternoon or on a holiday thousands of citizens, both young and old, may be found enjoying the natural beauties that are thus made available to every one. There are pleasant walks for those on foot and delightful drives for those who ride.

Many cities have added band concerts to the other attractions of their parks and playgrounds because people have come to realize the value and good influence of music. Atlanta, Pittsburgh, and Portland, Maine have public organs and organists. Boston, Cleveland, Rochester, and other cities have furnished orchestra concerts to the people. Community singing has also become popular in cities, villages, and rural communities.

The city of Boston, where the boys and girls of colonial days used to slide and skate on the frog pond.

A Well-Equipped City Playground

There are sheltered sand piles, swings, tennis courts, and a net for volley ball. Do you know the rules of volley ball?

began the movement for the establishment of public playgrounds in 1872. It was a long time after this, however, before many American cities realized the value of parks and playgrounds as one of the best means of helping to make efficient, patriotic citizens.

In the city of New York, Jacob Riis worked hard to have blocks of squalid tenements torn down and replaced by a park which now provides sunlight and fresh air for thousands of people. At first, the people were allowed only to admire this beautiful space with its fresh green grass. Hard work on the part of those who knew the needs of boys and girls brought sand piles and swings, thus paving the way for the well-equipped playground that finally followed.

Valuable lessons in citizenship that cannot be learned in a school building are learned on such a playground. Boys and girls learn to control their tempers as well as their muscles. They soon come to understand that teamwork counts. They become more alert and develop the power to think and act quickly. In all these ways they are getting valuable training in citizenship.

Shorter working hours now give the people more time for outdoor enjoyment than they had in the earlier days of our history. Provision for healthful recreation has for this reason become a public necessity for both young and old.

Large appropriations for parks and playgrounds are now made annually in communities all over the country. Athletic fields, baseball diamonds, and tennis courts have come to be a regular part of the equipment

Playground and Recreation Association

SWIMMING POOL, CHICAGO

Such modern swimming pools as this take the place of the favorite "swimming hole" that brings joy to the heart of boys who have the good fortune to be born in the country. Here city children may enjoy some of the fun which comes from frolicking in the water on a hot summer day.

of many parks. Swimming pools in summer and skating ponds in winter are provided in many large cities. Many small towns and villages are realizing the value of providing for recreation and for social gatherings.

School grounds have furnished an excellent starting point for playground equipment, just as schoolhouses are being increasingly used for public gatherings, sometimes for entertainment, at other times to discuss public questions, and often for instruction and inspiration. The Country Life Club, meeting at the schoolhouses in rural communities, has done much in the way of showing what can be accomplished by such gatherings.

The School and Civic Beauty. — Making the school and its surroundings attractive presents a real opportunity to boys and girls to take an active part in making their immediate community more beautiful. Every one agrees that pleasant surroundings are an incentive to good work.

If your school is organized as suggested in Chapter I, the work of putting and keeping the schoolroom in good order will not prove a difficult task for any one of the committees. A simple glass vase is not expensive, and a few well-arranged flowers will brighten a whole day. Clean blackboards and chalk-trays, a floor free from bits of paper and ink stains, desks unmarred by writing or carving — all these suggest the proper care of public property and make the schoolroom a pleasanter place in which to work. Boys and girls who refrain from scattering papers in the schoolroom

or about the halls and who make it a practice to pick up such litter when they find it, are forming habits that are bound to go a long way in the promotion of civic beauty in any community. The boys will find many opportunities for exercising their strong muscles in the work of putting the school grounds in order and keeping them neat and clean. Why not make the school grounds the most attractive spot in the whole community?

In districts that can raise eighty bushels of corn to the acre there is no reason to believe that the soil will not nourish a flower bed on the school grounds or prove suitable for shrubs, vines, and trees about the schoolhouse. Here on the school grounds, of all places, is the best opportunity to stimulate a desire for beauty in the people of the entire community, and to set an example for every home.

The improvement club in a school located in a thickly settled district of one of our large cities, finding little opportunity for planting trees on Arbor Day on its grounds, communicated with the park department and found the officials glad to coöperate in planting trees along a near-by street. Imagine the pleasure and pride of the boys and girls who took part in this enterprise and who have the privilege of seeing these trees grow up and add their beauty to this section of the city.

Having started at school it is wonderful how much boys and girls can do towards making a community more beautiful. The Cleveland Home Gardening Association, which has done much in the way of making

that city more beautiful, is said to have begun its work with the boys and girls by directing their efforts in improving a school yard in the heart of the city.

Cleaning Up and Keeping Clean. — Every one knows the need of the regular spring and fall house-cleaning. Like good housekeepers most villages, towns, and cities now have their annual "Clean-up Week." During this time ashes, tin cans, and rubbish are removed; and unsightly alleys, back yards, and vacant lots are cleaned up. Both young and old unite in this undertaking, which adds much to the beauty and general attractiveness of a community. Like good housekeepers also, the community finds it well worth while to keep the place clean all the year.

BACK YARDS IN PART OF A NORTHERN CITY

Only a few hours' work would be needed to clean up the rubbish, and only a little care to keep the yards clean. What can you do to make your neighborhood more attractive?

Such a movement furnishes one of the best ways of encouraging coöperation. If given the opportunity, loyal American boys and girls may be counted upon to do their share in making the home town more beautiful, more sanitary, and a more desirable place in which to live.

The students in a large city school located on park property got together and drew up a list of rules which they agreed to do their best to carry out. Among other things the list included such matters as obeying all signs in the park, using the cans provided for refuse, keeping the lawns and walks free from papers, and the park buildings and sidewalks free from chalk marks. Accompanying the rather long list of suggestions was this statement: "We believe that if we live up to these rules the park will be rendered more beautiful and that we ourselves will acquire a greater respect, not only for this piece of property, but for all public property of the city, state, and nation."

One member of a class that had been making a list of things that junior citizens might do to help clean up and to keep clean, summed it all up as follows: "These are only small things but they count."

Robbing the Public of its Right to Beauty. — Have you ever wondered why some people who own large estates cultivate tall hedges or plant shrubs on the borders of their lawns, thus shutting from view their beautiful grounds and houses? Many of these estates were at first open to the view of all who passed; but thoughtless persons trampled the carefully mowed lawns or picnicked in the shade of trees, leaving paper cups, tin

spoons, soiled paper plates, oiled paper, and newspapers to blow where they might with not a thought for the owner or his property.

By placing benches near the highway, the owner of one large country estate tried the experiment of inviting picnickers to share his spacious grounds and rest beneath the shade of his beautiful trees. He even furnished refuse cans for the use of those who took advantage of his kindness. It was not long, however, before the benches were removed and " No Trespassing " signs took their places. As so often happens, the thoughtless few who disregarded the reasonable requests of the owner had made it impossible for many a grateful passer-by to enjoy this delightful spot.

In spite of signs posted in public parks reading, " Clean Up Rubbish," or " Throw Papers in This Box," remnants of lunch boxes can be seen from one end of a park to the other after almost any holiday. It is generally the fault of careless campers and picnickers when places of beauty are closed to the public.

Beauty is an Asset to Any Community. — " Where do you live? " is a question often asked one who is away on a visit. How proud and pleased we are when our reply gets the response, " Oh, yes, I know the place. It is a very attractive community."

More and more people are coming to realize that beauty is a distinct advantage. Cities or towns having natural parks, a river, a lake, or streets lined with stately old trees are considered fortunate indeed.

It is a hopeful sign when ugly wooden or steel bridges are replaced by structures built to harmonize

Police Station and Fire Engine House in a Residential Section of Kansas City, Missouri

This building, to harmonize with its surroundings, was made to look like a dwelling. The effect is further carried out in the care of the grounds in front.

with their surroundings, when boulevards and parkways are carefully planned with the idea of utilizing natural beauty, and when public buildings are erected in groups with the idea of making the city beautiful. In some communities even the lamp posts are so designed as to be ornamental. Such planning results in as little loss of natural beauty as possible and uses art to the fullest extent.

Each Citizen Responsible. — No person who has a true desire to have his city beautiful will fail to do his part. He will be only too glad to refrain from doing anything that will spoil the good looks of his own or of any other community. Such a citizen will be inter-

ested in good roads and the right kind of sidewalks. He will gladly pay his share of the tax for parks and playgrounds.

Ordinances forbidding the littering of the streets or prohibiting the smoke nuisance may be passed by various lawmaking bodies, but they are of comparatively little value unless there is behind them a strong public sentiment which insists upon their enforcement. Each individual must appoint himself a committee of one to see that so far as he is concerned nothing shall be done that will mar his community and that every effort shall be put forth to make it better and more beautiful.

"*Thus in all these ways we will transmit this city . . . greater, better, and more beautiful than it was transmitted to us.*"

For Investigation, Discussion, and Action

1. Has there been any needless destruction of beauty in your community? If so, what?

2. Is there a smoke ordinance in your community and is it enforced?

3. Prepare a report for your class on the particular beauties of one of the national parks.

4. Why should laws be passed for the protecting and preserving of natural beauty?

5. Make a list of reasons why public money should be spent for the establishment and maintenance of parks and playgrounds.

6. Visit some place noted for its beauty in or near your community and write a description of it that will make your classmates want to see it.

7. Make a list of the things that your school has done or could do to make the community more attractive.

An Arbor Day Celebration: Setting out a Tree, Protected by an Iron Guard

8. How has Arbor Day been used or how could it be used by your school?

9. Write to the Rochester Chamber of Commerce for suggestions on the part that boys and girls should take in a "clean-up campaign."

10. Draw up a list of rules that would help to keep your school or neighborhood clean after "clean-up week."

11. Give some of the reasons why a thoughtless or careless person is not a good citizen.

12. What has your community done to preserve natural beauty or to utilize art in the construction of public buildings?

13. Get copies of the magazine called "The American City" from your library and make a list of suggestions that might be applied in your community.

14. Write to the American Civic Association, Washington, D. C., for pamphlets that will suggest ways of improving a community.

15. Make a summary of the ways in which each citizen is responsible for the appearance of his community.

CHAPTER VIII

OBTAINING MONEY TO PAY COMMUNITY EXPENSES

Problem: *To find out who pays the taxes, why taxes should be paid, and how each person's share is calculated.*

Who Pays the Taxes? — In America all good citizens believe in the "square deal" and in dealing squarely. If all share in the government of the community and in the benefits that are provided by it, all should share in meeting the expenses.

Some people think that only persons who own property pay taxes, but they are mistaken. Where does the man who owns a number of houses or stores get the money to pay his taxes? You answer that he rents the houses or stores to other people. If he is a good business man the rent will be high enough to cover taxes, repairs, and a fair rate of interest on his investment. Thus you see that the person who pays rent for a house or a store is really paying taxes.

Suppose you go into one of these stores to buy a pair of shoes. The merchant must include in the price of the shoes something for rent and probably something for the tax on his stock of goods. So every time you buy a pair of shoes you are indirectly paying taxes. And what about the person who boards? Here again, the money paid for the room rent goes toward paying

the house rent and indirectly pays part of the taxes on the house.

When taxes are increased, owners of stores and houses demand more rent. This in turn means that we all have to pay more for articles we buy in the stores and for the houses or rooms that we rent. Thus all the people have a share in paying for good roads, schools, parks, fire and police protection, street cleaning and lighting, and other public conveniences.

When you hear any one say, " Never mind, the property owners will have to pay for it," or " The city pays for it," you will understand that such statements are not true. You have learned that everybody helps to pay for it in one way or another. If all citizens could be made to understand this, public property would be better cared for and the people would take a greater interest in the way in which public money is spent. You can easily see that when a person tries to " cheat the city " he is really cheating himself and his neighbors.

How Rents are Controlled. — The rent for houses and stores depends largely on what is called the law of supply and demand. If in some town the supply exceeds the demand — that is, if there are more buildings than are needed, so that many are standing empty — rents may fall below a fair rate of income to the owners. But in such a case no new stores or houses, or only a very few, will be built in that town until the demand has caught up with the supply and rents are again high enough to pay taxes as well as a fair income to the owners. On the other hand, if the demand exceeds the supply, if there are too few buildings for all

the people, rents may rise very high; but the extra profit will invite new building until the supply has caught up with the demand and rents are again at a fair level. In the long run, and in the great majority of all cases, rent is bound to cover taxes, repairs, and other expenses, as well as a fair rate of income on the value of the building.

Orchestra Concert in a City Park

No admission is charged. The musicians are paid by the city (page 75). The people call it a free concert, but really they help to pay for it in the taxes which everybody pays in one form or another. Likewise they pay for the upkeep of the park, with its trees, lawns, and benches.

Reasons for Paying Taxes. — People would not grumble so much about paying their taxes, or talk as if they were giving the community a present, if they stopped to think what paying taxes really means. They are simply paying their share toward the cost

of benefits that they have been receiving every day. Helping to pay the community's bills will increase the taxpayer's self-respect if he realizes that by so doing he is not accepting benefits for which he is paying nothing.

One of the fine things about our government is the fact that it gives a vote to the poor man as well as to the rich man and makes each share in the expenses according to his means. A person is indeed unpatriotic who tries to dodge the payment of taxes justly assessed. The work of the community, which means much to each one of us, cannot be properly carried on without the help and support of each citizen.

If taxes are not paid by a specified date, interest is added for a reasonable time. If they still remain unpaid after this time has expired, the authorities have the right to order the property sold at a public sale. The money that remains after the taxes and cost of the sale are paid will be given to the original owner.

Assessing the Taxes. — In order to find out the proper share of each person who pays taxes directly to the community, officials known as assessors are chosen. They are usually elected by the voters of the community. It is the duty of these officials to make a list of the taxable property in the community, with the names of the owners and the value of each piece of property as they estimate it.

In some communities the taxpayers are obliged to go before the assessors and make a sworn statement about the extent of their property and its value. When these values are determined by the assessors and are

added together you have what is known as the assessed valuation, that is, the total value of the taxable property of the community.

Each locality has its own method of deciding upon what ought to be spent during the year and so determining the final amount to be raised by taxation for schools, highways, the protection of life and property, and other local needs. When this is done the total amount of money to be raised is divided by the total assessed valuation of all the taxable property, in order to find the tax rate. For example, if the total assessed valuation is $4,200,000 and the amount to be raised is $63,000, the tax rate will be $1\frac{1}{2}$ per cent. This may be expressed as $1\frac{1}{2}$ cents on a dollar, $1.50 on a hundred dollars, or $15 on a thousand dollars.

You will find it interesting to get the actual amount to be raised by taxes in your own community, also the total assessed valuation, and then to see whether you can reckon the tax rate so as to get the same figures as those that have been announced in your local papers. After getting the tax rate you can easily figure out the tax on any particular piece of property. If the assessors are good public servants all property will be given its fair valuation, and so will be taxed in fair proportion.

Other Taxes Besides Those on Property. — In some states, male residents over twenty-one years of age have to pay a poll tax. This tax on each man is called a poll tax because it means a tax on each head or " poll."

Some money is also obtained from license fees and from special assessments. Peddlers, pawnbrokers, and

owners of dogs, automobiles, and pleasure boats have to pay a special tax called a license fee. Some of this money goes to the local community and some of it to the state. There are many other kinds of licenses. You will be interested in finding out what they are in your community and where the money goes. Sometimes special assessments are made so that the people who are most directly benefited by a particular improvement, such as a paved street or a new sewer, shall pay for it.

Money for the national government, also for some of the states, is raised by a tax on incomes and on money that is inherited. In general, however, a large part of the money for the national government is raised by indirect taxes about which we shall learn more in a later chapter. Indirect taxes are paid whenever one buys an article that has been taxed, such as cigars or silk. In an emergency like the World War, the national government is compelled to levy special taxes in order to meet the enormous increase in the expenses. For example, because of that war a tax was placed on theater tickets, on railroad fares, and on articles classed as luxuries. Even a glass of soda water or a dish of ice-cream cost more because of this tax.

The Local Community Must Pay its Part of the Expenses of the Larger Communities. — Each local community must pay its share of the expenses of the county and the state of which it is a part. Salaries of public officials, clerical workers, janitors, and other persons employed in the various departments of govern-

ment must be paid. Money must be obtained to pay for various public works that are of benefit to many communities but are not owned or constructed by any one of them in particular. These include courthouses, prisons, hospitals for the insane, and reform schools, also many roads and bridges. This is another way in which all work together for the common good. As individuals, too, the people of each community pay the taxes levied by the national government.

Borrowing Money for Community Expenses. — When a community makes an improvement that is to last for many years, it may involve too great an expense for the taxpayers to meet in any one year. For such improvements, the community must borrow money by issuing notes or bonds payable at a certain date with interest. It is easy to understand this because of the Liberty Bonds which are so familiar to all. They were issued by the national government in order to pay part of the expense of the World War, an expense so great that it will take many years to pay it.

The legislature of the state usually establishes a debt limit beyond which a local community cannot borrow. This prevents the possibility of great extravagance on the part of officials who happen to be in control at any particular time.

The money borrowed by issuing notes or bonds must, of course, be paid back by taxation. This plan permits a district or town or city to collect the money gradually over a long period of years. The money thus collected and laid aside is put into what is known as a "sinking fund." Enough must be added to this fund

each year so that the total amount will pay the debt when the notes or bonds become due.

Such borrowing is justified on the ground that future generations will enjoy the benefit of the improvement as much as the present and so should pay part of the expense.

The Budget System. — One of the most hopeful reforms with reference to spending public money is the inauguration of budget systems. A budget is a carefully estimated summary of the probable expenses for a year, with a similar estimate of the means to provide revenues to meet the expenses.

In cities where this method is used, the head of each department, at the close of the year, makes a definite estimate of the probable amount of money needed by his department for the next year. The estimates from all departments are then presented either to one official or to a committee or board, as it is sometimes called. These estimates are carefully examined and compared with the money spent by each department in former years. The next step is to find what revenues are obtainable to meet these demands. If the estimated revenues are not sufficient to meet the total called for, the budget official or committee must either reduce the original estimates as furnished by the several department heads or else discover new sources of revenue.

When the work of the budget official or committee is completed, the whole plan is laid before the body that has the power to levy taxes. In some cities this body cannot increase any item but may appropriate less than the amount suggested if it so desires. The

following is an annual budget of a city that has given considerable time to a study of the budget plan.

A CITY BUDGET

Expenditures Authorized

The Mayor and his Office Help	$ 17,036.00
Board of Estimate and Apportionment	5,000.00
Board of Contract and Supply	6,600.00
Common Council, City Clerk, and Election Expenses	95,474.00
Comptroller and his Office Help	43,295.50
Interest on Notes and Bonds	360,448.30
Bond Payments	99,800.00
Rebates and Judgments	105,000.00
Department of Law	43,875.50
Bureau of City Planning and Art Commission	27,100.00
Department of Assessment and Taxation	40,706.00
City Treasurer and his Office Help	55,759.00
Rebates of Taxes and Assessments	10,000.00
Civil Service Commission	7,500.00
Police Court	16,500.00
Municipal Court	26,034.00
Department of Public Safety	17,019.00
Bureau of Health	216,685.27
Bureau of Fire	912,197.27
Bureau of Police	687,111.83
Bureau of Buildings	19,328.66
Bureau of Fire and Police Telegraph	64,296.00
Examining Boards	1,980.00
Department of Public Instruction	3,038,557.69
Board of School Census	7,106.50
Public Library	97,000.00
Parks and Playgrounds	326,655.96
Memorial Day	25,750.00
Department of Public Works	1,679,000.00
Bureau of Water	900,000.00

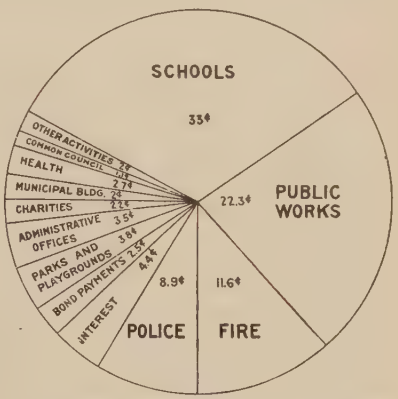
Bureau of Weights and Measures	$ 10,100.00
Market Bureau	22,000.00
Department of Engineering	271,581.60
Department of Charities	152,380.00
Total	$9,408,878.08

INCOME ESTIMATED

Licenses	$ 13,200.00
Interest on Bank Balances	35,000.00
State Income Tax	500,000.00
Corporation Tax	400,000.00
Interest on Taxes	70,000.00
Bank Taxes	82,000.00
Fees for Searches	4,000.00
Police Court Fines	4,000.00
Municipal Court Fines	9,000.00
State Money for Schools	367,000.00
Water Rent	900,000.00
Incinerator Plant	19,000.00
Garbage Reduction Plant	30,000.00
Market Bureau	22,000.00
Rent of Public Buildings	6,000.00
All Other Sources	40,000.00
Money to be raised by Taxes	6,907,678.08
Total	$9,408,878.08

Every Citizen is Interested in How Money is Spent. — As all the people share in paying taxes, in one way or another, every citizen is interested in having the business of the community transacted in the most efficient manner. If taxes are increased, rents and food prices will be higher; therefore each citizen is interested in electing the right kind of men to carry on the business of the community. Extravagant or dishonest officials mean increased taxation.

Communities, like individuals, have to practice economy and make the money collected in taxes go as far as possible. Towns and cities publish reports or have exhibits that show the people how the officials are trying to spend public money to the best advantage. Dividing a circle into parts in such a way as to indicate how each tax dollar is spent is an effective way of showing what the community is doing with its money. This is only one of a number of graphic ways of showing how money is spent. Such methods appeal to citizens and help them to take a more intelligent interest in public affairs.



How Each Dollar of Taxes for One Year in a Large City was Divided

In some cities a group of citizens may maintain a bureau to study the methods of carrying on the city's business and to try to find better ways of doing things. Such a bureau can give commendation where commendation is due and can point out needed reforms in a helpful manner. It means a great deal to any community when citizens can be encouraged to give such suggestions instead of the usual destructive criticisms.

Those who pay most willingly the taxes of a freedom-loving people are its best citizens.

For Investigation, Discussion, and Action

1. Who pays the taxes? Prove your answer by using actual illustrations.

2. What is the real meaning of "the city pays for it"?

3. Would a patriotic citizen try to avoid paying taxes? Why?

4. How is the tax rate obtained? Use actual figures given by the assessors to illustrate your answer. Reckon the tax on some piece of property and compare your figures with the tax bill for that property.

5. How many assessors are there in your community? How elected or appointed? Term of office?

6. What can a citizen in your community do if he thinks his assessed valuation is unjust?

7. How do the officials in your locality find out what ought to be spent each year?

8. Do you have a poll tax in your state?

9. How does your community pay its part toward the county or the state expenses?

10. Does your town or city borrow money? If so, why? Is there a debt limit? Why do you think such a limit is wise?

11. How can a dishonest official increase the taxes?

12. Has your community done anything to show the taxpayers how the money is spent? If so, collect all available statistics and use them in discussing this topic.

13. Do you have a budget official or a committee? If so, describe.

14. Who decides what the tax levy shall be?

15. How are the taxes collected?

16. Collect items from your local paper dealing with taxes or the spending of public money.

17. Does a low tax rate always mean that the community officials have used good judgment? Explain your answer.

18. What has the tax rate been in your community for the last five years? Why the change, if any?

CHAPTER IX

ORGANIZING A COMMUNITY

Problem: *Why is organization necessary in every community, and what are the different types of community organization?*

Organization as a First Step in Self-Government. — Many schools have class organizations so that all members of the class may work together most effectively. In order to do this it is necessary to have a set of rules which tell what the organization is for and how it is to be managed. It is also necessary to elect officers to conduct the meetings and to see that whatever the class agrees upon is properly carried out.

All games have rules that must be obeyed; and in some games, like baseball or football, certain officials are appointed to see that the rules are observed.

In a Football Game a Referee is Needed to Enforce the Rules

These officials may punish those who do not obey the rules by putting them out of the game or by making them pay a fine for misconduct.

In much the same way people who want to live together in a community find that they must have rules or laws which they all agree to obey. They must have public officials who will see to it that these laws are justly enforced. There must be some way to punish those who do not obey the laws.

History tells us that before the Pilgrims landed in America they met in the cabin of the *Mayflower* and drew up an agreement called a compact. This agreement read in part as follows: "We whose names are underwritten, in the presence of God and one another, covenant and combine ourselves together into a civil body politic for our better ordering and preservation; and by virtue hereof, to enact, constitute, and frame such just and equal laws, ordinances, acts, constitutions, and offices from time to time as shall be thought most meet and convenient for the general good of the Colony, unto which we promise all due submission and obedience."

The Town Meetings. — The meeting in the *Mayflower* was conducted much like one of your class meetings. It was the way the Pilgrims started their self-governing community. Their plan of getting together to talk things over and then voting what should be done led to what was later known as the town meeting. At first these meetings were held in the church, but later a town house or town hall was provided for this purpose. Here the people met to levy

A Town Hall in Massachusetts

taxes for paying the expenses of the government, to decide on the building of roads and bridges, to provide a common school for all the children, and to " transact any other business proper to come before said meeting."

The laws enacted by the town meeting were called by-laws. The word " by " as used here comes from a Norse word meaning town. There are still many towns or townships, in the New England states and in a few other states, that carry on their business in this way.

The town meeting brings the people of the community together and provides an opportunity for all the voters to take part in discussing and deciding local questions. Any citizen, whether a voter or not, may attend and listen to the discussions. It is said that nowhere else do we find such general interest in public questions as in parts of the country where town meetings are still held.

Town Officials and their Duties. — At the town meeting officers are elected whose duty it is to enforce the laws and carry on the public work of the town. As you have a class president, so the towns elect a leading official who in some states is called the first selectman, in others the supervisor, and in still others the town trustee.

Your class also has a secretary who keeps a record of all class meetings and makes a careful statement of all business transacted by the class. In like manner the towns choose a town clerk who keeps a record of the business of the town. He may also issue marriage licenses and various kinds of permits, take charge of important papers, and keep a record of births, deaths,

and marriages. He makes reports on various subjects to state officers. The town is only a part of the larger community, the state.

Other officials are chosen according to the needs of each community, just as your class may find it necessary to appoint committees and add to its list of officers. Most towns have a town treasurer who receives the money paid as taxes and with this money pays all the bills contracted by the town. Then there are the constables who serve warrants and arrest criminals, the assessors who value the property for the purpose of taxation, the collector who collects the taxes, and the overseer of the poor who looks after those who cannot take care of themselves. Towns also have auditors to examine the accounts of those who handle the money, health officers to look after matters of public health, and justices of the peace who try some cases and, in other cases, hold the offender for trial in a higher court.

In some towns or townships there are several school districts and the schools are controlled by the people in each school district by itself. A school committee is elected at a district meeting and this committee has charge of engaging the teachers, buying supplies, and seeing to it that the school is properly taken care of in every way. In other towns there is one board or committee in control of all the schools in the town.

Representative Government and Why We Have It. — The town meeting is a form of direct democratic government, that is, government directly by all the people. When the voters of a community choose a body to represent them and transact business for them,

then the government becomes representative. A few exercise the power which belongs to many. The chosen few are supposed to represent as fairly as possible the many who select them.

In some towns where regular town meetings are no longer held, a town board submits propositions to the voters at a general election in November. This town board is usually composed of the town trustee or selectman, the town clerk, and two or more justices of the peace. This is a definite step toward representative government. Under this plan the people leave matters to the town board to decide instead of discussing them in public as is the case where the town meeting still prevails.

Government in the local community has gradually become more and more representative. The reason for this is easily understood. As soon as the size and needs of a community begin to increase, there is much more business to be transacted and many more things that demand attention. Then, too, as the community increases in population there are so many people that all the voters cannot be called together often enough to take care of the necessary business. Wherever this is the case, some plan must be adopted that will allow the people to get responsible men to carry on the public business for them.

The Borough or Village. — Under the borough or village plan of organization a board of burgesses or trustees or councilmen constitutes the *few* to whom the *many* delegate powers. The warden or village president becomes the chief executive officer. The

Borough Hall and Fire House in New Jersey
The upper floor is used for meetings of the borough council.

board of burgesses makes rules or ordinances, plans the taxes, and carries on the general business of the community.

Under this form of government we still have a clerk, a treasurer, a collector, and a health officer. To these are added other necessary officials according to the size, development, and needs of the community. Village policemen may be appointed to keep order, a street commissioner may be appointed to care for the streets, and a village counsel and an engineer may be added to the list of public officials. As the village grows, a central water supply may be provided, and then the community may add a water department, a fire department, and a sewer department.

In some states the borough or village becomes wholly

independent of the township out of which it grows. In others it may be organized to meet such special needs as street lighting, water supply, and fire protection, and still continue as a part of the township. Boroughs or villages are incorporated by an act of the legislature of the state of which they are a part. There may be a separate act for each village, but in most states there is a general law applying to all villages.

Organization of City Government. — If the population continues to increase and the needs of the community multiply, a still more complex organization, known as the city, is adopted. The people of the community apply to the legislature of the state for a charter which will give them increased powers for carrying on their local affairs, or they take advantage of a general law serving as the charter for many cities. The number of people necessary to form a city varies greatly in different states. In Pennsylvania, for example, it is 10,000; in Kentucky, 1000.

The charter of a city provides a set of rules in accordance with which the people of the city are allowed to govern themselves. This is something like your class organization which is carried on according to the rules, namely the constitution, that the class adopted. But there is an important difference that we must keep in mind. A charter is a set of rules and regulations made by the legislature of the state and not by the people of the city, although the people of the city through their representatives in the legislature are usually able to get the kind of charter that is most acceptable to them.

City Officials. — The city has a chief executive officer known as the mayor. In addition to enforcing the ordinances of the city, the mayor appoints many of the city officials and either signs or vetoes new city ordinances. The city also has a city clerk, a treasurer, and a corporation counsel. In addition to these officials there are usually a city engineer, a commissioner of public works, a commissioner of public safety, and a commissioner of charities. The number of officials depends on the size and needs of the city. There is a board of assessors that prepares the annual tax rolls and assesses the property of each citizen so that he may pay his fair share of the expenses of the city. Instead of the school committee of the smaller community, there is a board of education or department of public instruction that has charge of the public schools.

Every city must have, under some name or other, its department of public works to look after its highways, water supply, and sewers; its department of public safety which may include policemen, firemen, health officers, and building inspectors; and its department of charities to look after those in the community who are unable to take care of themselves. The head of each department is usually called a commissioner. In some cities the commissioners are elected by the people, while in others they are appointed by the mayor. Members of the board of education and of the board of assessors are likewise elected by the people in some cities, but in others are appointed by the mayor.

The Lawmaking Body in a City. — The lawmaking part of a city government is sometimes one body and sometimes two. In order to have all parts of the city represented by the members of the lawmaking department, cities are usually divided into sections called wards. Each ward sends at least one representative to the lawmaking body. If the people in any particular part of the city desire some improvement or wish to have the city do something, they make it known to their representative, who brings the matter before the lawmaking body.

This lawmaking body, usually known as the common council, meets once or twice a month. It has power to borrow money for the use of the city by issuing bonds and notes. It also has the power to levy taxes, to order the construction of public buildings, to make public improvements, and to pass such ordinances as may be necessary for the proper government of the city. In order to transact the business of the city more effectively, the members of the common council are divided into groups called committees. One committee has special charge of streets and sewers, another of parks and playgrounds, and so on down through the long list of public matters that must receive the attention of such a body. Each committee reports to the common council and recommends such action as it deems wise in each case.

The City Court. — In a city where many people are living together, it is to be expected that there will be some men and women who break the laws and who must, therefore, be brought before a court of justice.

A police justice usually presides over the police court which deals with violations of city ordinances. A person who fails to obey the rules and regulations of the board of health, who disobeys the city traffic rules, or who creates a public disturbance of any kind may be brought into this court for trial. Persons who have committed crimes and have disobeyed the laws of the larger communities, the state or the nation, may be sent to the county jail to remain until their cases can be brought before a higher court that has power to deal with them. Sometimes one citizen complains that another citizen has injured him in some way. Perhaps a debt due him remains unpaid or his property has been damaged. Such cases as these are known as civil cases and are tried in a separate court or a special branch of the city court.

A City Court, Trying a Civil Case

Cases involving very small amounts are tried without a jury. The judge or justice sits behind the desk; the clerk or reporter at a small table in front of it. The complainant and the defendant are standing inside the rail.

Plans for Making City Organization More Effective. — In recent years various attempts have been made to simplify the details of city government. One of the plans that has been tried successfully in many cities is known as the commission form of government. Under this plan a small number of well-known men, usually five, are elected by the voters and given the responsibility of managing the affairs of the city. Each commissioner acts as the head of one of the city departments, such as that of public safety, or finance, or of parks and public buildings. These officials also appoint men to fill various city positions and are responsible to the public for the kind of men they place in office. Under the commission plan the men chosen are generally elected for a longer term and are better paid than officials chosen under the old plan.

The new plan places a great deal of power in the hands of a few men. To guard against incompetent or corrupt officials, some cities have adopted what is known as the "recall." This allows a certain percentage of the voters to demand, at any time, that an elective officer submit to the test of a new election. If the majority vote against him, he is dismissed from office at once.

Another form of government that has been tried is the city manager plan. This is really a modification of the commission form of government. Under this plan the people elect a small commission, or council, which chooses an expert business manager for the city and pays him a good salary. This manager is given full charge over the entire executive force of the city and

has power to select his helpers. This makes it possible to have a trained expert in charge of the affairs of the city and results in a more efficient and businesslike administration.

Either of these plans means a shorter ballot, because there are fewer officers to be chosen. This makes it possible for the voters to know the candidates better and so vote more intelligently than under the usual plan.

Some kind of organization is necessary in order to enable the members of a group, whether large or small, to work together for the common good; that is, to do certain beneficial things together which they could not do alone.

For Investigation, Discussion, and Action

1. Why is organization necessary in a community? Why have different kinds?

2. What is the plan of organization in your local community? Has it changed since the community started? If so, compare the former organization with the present.

3. Get a copy of the ballot used at the last election of officials in your community, and tell which candidate was elected in each case.

4. Get pictures of officials if possible, and have interviews with some of them. Visit the offices at the town hall or city hall and gather facts concerning the work of the different departments.

5. What officials in your community get their office by appointment, and who appoints them?

6. Get a copy of the charter or of the law relating to the incorporation of your village or your city.

7. Make a list of the ways in which your class organization helps you to understand community organization.

8. Has your town or city a seal or a motto or both?

9. Make a list of some of the village or city ordinances that affect you.

10. Mention some laws that were made by the larger community, the state.

11. Mention an activity in your community carried on by the United States.

12. Make a list of qualities that a good executive officer must possess.

13. Should an executive officer have much power or little? Give reasons for your answer.

14. Why are some cities adopting the commission form of government? Select a city following this plan or the city manager plan and compare its form of government with that of your city government.

15. Collect clippings from your local paper about the officials and what they are doing. Refer to these in discussing the work of the different departments.

CHAPTER X

STATE AND COUNTY GOVERNMENT

Problem: *How are the larger communities of the county and the state governed, and what is their relation to each other and to the smaller communities?*

Common Interest in Different Communities. — Have you ever thought how confusing it would be if every community had an entirely different set of laws or rules? If the owner of an automobile were forced to pay a new license fee and to observe an entirely new set of regulations in each town through which he traveled, it would be confusing and annoying. If one community was careful about its health rules, provided good schools, and built good roads, and the community next to it was allowed to pay no attention to any of these things, the good accomplished in one would be offset by the neglect in the other and little real progress could be made.

As the individuals of a community work together in order to secure the greatest good of all, so groups of communities can accomplish more and be happier if they have some plan for coöperating. The early settlers in our country recognized this in their organization of colonies and states, and finally of the United States itself.

Powers of the States. — The question of just what powers each state ought to have and what powers

belong to the national government has led to much discussion. It is a very delicate question and one about which differences of opinion are bound to arise from time to time. The Constitution, which we shall study more fully later on, attempts to define this very thing. The Civil War helped to establish the rights and powers of the national government, but questions of " state rights " still continue to arise. The greatest good of the greatest number is the answer which Americans in general think should be given to this question.

The Constitution of the United States says, " The powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people." The powers exercised by state governments include many matters that are of great importance to the people. Among these are regulations in regard to the making and enforcing of contracts, the transfer of property, marriage and divorce, the punishment of crime, the prevention of disease, general control of education within the state, control of insurance companies and many banks, the incorporation of cities and villages, state appropriations, and the resulting taxation.

The Relation of States to Each Other. — The Constitution also says that " full faith and credit shall be given in each state to the public acts, records, and judicial proceedings of every other state." This means that an act performed according to law in one state must be respected as a legal act by other states

even though their laws may be somewhat different. For example, if a deed of property in one state is valid and is recorded according to law in that state, this deed must be recognized by the courts of another state even though not in the form required by the laws of that state. This prevents confusion and makes the rights of individuals in all states more secure.

If a citizen travels from one state to another, he must be careful to obey the laws of the state he is visiting even though these laws are different from the laws of his own state. Fundamental laws, however, are much alike in the different states, so that persons going from one state to another have very little difficulty.

No state is allowed to tax goods brought from another state, and freedom of trade between states is assured by the Constitution. Any regulation with reference to trade between states must be made by Congress and must be the same for all states.

State Constitutions and How They are Made. — Within the limits set by the Constitution of the United States of America, the people of each state have adopted a state constitution. This constitution is the fundamental law of the state and cannot be changed except by the consent of the people themselves, voting directly or through a convention chosen for the purpose. Even the legislature, which represents the people, cannot make any laws that are contrary to the constitution of the state.

The original thirteen states made their constitutions to take the place of the colonial charters that had been granted to them by the king, as these charters were no

longer in force when the colonists declared themselves independent of British control. States since that time have adopted their constitutions when they entered the Union. In each case the constitution has been made by a convention of delegates chosen by the people. It has then, in most cases, been ratified by vote of the people before it was finally adopted.

The state constitutions provide for their own amendment in order to permit the correction of any defects that may be discovered or in order to meet new conditions as they arise. Amendments may be proposed by the legislature; but in some states a three-fifths or a two-thirds vote of each branch of the legislature is required for this purpose. In many states an amendment may be proposed also by petition of a certain small percentage of the voters. In either case the proposed amendment must then be voted on by the people at the following state election. If ratified by a majority vote, the amendment becomes a part of the constitution. In some states the constitution provides for revision at stated times. In other states it is necessary to have the consent of the voters of the state before a general revision is attempted, even though the revision is proposed by the legislature.

In the state constitutions there is a detailed statement of individual rights, and it is made clear that these rights must never be taken away or interfered with by any form of government. Such a statement is known as a Bill of Rights. This part of the constitution guarantees the rights of individuals to express opinions on all public questions, it permits citizens

to get together to discuss matters in which they are interested, it assures a fair and impartial trial to every person accused of crime or misdemeanor, and it forbids any laws that interfere with religious freedom.

Purpose of State Constitutions. — A state constitution outlines the plan of government in the state. This document tells what officers are to carry on the business of the state, how long they are to hold office, and how they are to be chosen. It tells who can vote in the state. It provides for a legislative body to make laws for the state, and establishes state and local courts so that the laws will be correctly interpreted and properly applied. Most of the state constitutions insist upon free schools for boys and girls in the state so that they may become intelligent and patriotic American citizens.

The Lawmaking Body of the State. — Each state has a legislature which makes the laws for the state. This lawmaking body is always made up of two separate bodies. The upper house or smaller body is called the Senate, and the lower house or larger body is known, in different states, as the House of Representatives, or Assembly, or House of Delegates. Members of the legislature are chosen by vote of the people who live in the towns or counties or in the small districts into which each state is divided for the election of senators or members of the lower house or both. These districts are usually laid out according to the population. Each voter casts his ballot for the member or members from his own district or county or town.

In some states sessions of the legislature are held once each year, in others once in two years. Each state has a building called the Capitol, where the legislature meets and the business of the state is transacted.

As in the common council of a city, the business of the legislature is carried on largely by committees. A bill presented in either house is first read in full or by title by the clerk. It is then referred to the committee having charge of the matters dealt with in the bill. The committee may decide not to report the bill back to the house, in which case the bill is said to have been "killed in committee." When a bill is reported back, with or without alterations, to the body that referred it, the bill is read a second time and then a third time, debated, and perhaps amended. Finally a vote is taken on the bill, and if a majority of the members vote in its favor, it is said to have been "passed" by that house. It is then signed by the presiding officer and sent to the other house, where it goes through a similar procedure.

If a majority in the second house vote for the bill it is sent to the governor. If the governor favors the bill, he will sign it and it becomes a law. If he is opposed to the bill, he sends it back to the house in which it was first passed, stating his objections. This is the way the governor vetoes a bill. In most states a bill may be passed over the governor's veto and become a law if two thirds of the members in each house vote for it.

Officers of the State. — The governor is the chief executive officer of the state and has power to appoint

STATE CAPITOL, BOISE, IDAHO

men to fill many administrative positions. The governor's power in this respect is greater in some states than in others. He enforces the laws, and is commander in chief of the military forces of the state. He has power to call extra or special sessions of the legislature in case of special need. In most states there is also a lieutenant governor who presides over the state senate and who takes the place of the governor if the governor dies or becomes unable for any reason to act.

The secretary of state keeps the official records, the state treasurer has charge of money matters, and the attorney-general gives legal advice to state officials and is really the lawyer for the state. Besides the governor, secretary, treasurer, and legal adviser, states have other officers, some elected and some appointed. The number and the titles are different in the several states. For such details as the qualifications for office, duties and terms of office, elective and appointive officers, state boards and commissions, as well as many other interesting matters of state government, you should refer to the constitution of your state, and to any official publication such as a state register or blue book.

Courts of the State. — The judicial department of each state consists of a supreme court (in some states called the court of appeals) and such lower courts as may be necessary. The supreme, or highest court, is chiefly concerned with cases appealed to it from lower courts. In deciding cases, it has power to annul state laws that it decides are contrary to the state consti-

tution. In a preceding chapter we have learned about justices' courts and city courts. These belong to the lowest grade of state courts. Above these are the district or circuit courts before which the majority of important cases are tried, and to which the cases of less importance first tried in justices' courts or city courts may be appealed. There are also special courts, called by different names in the different states, that settle estates and see to it that the wills of deceased individuals are properly carried out.

States differ more in their organization of the judicial department than in either the legislative or the executive department. The terms of judges, for example, vary greatly; and the manner of conducting and naming the lower courts, as well as the specific powers assigned to each, are different in different states. The general powers of the courts are about the same.

It is very important that the judges of our courts should be trained men who are not afraid to do their duty. In order to accomplish this result, the several states have tried different methods of selecting judges. What is the plan used in your state, and how does it work?

County Organization. — In order to carry on the government of the state more effectively, each state is divided into counties and each county, in most of the states, is divided into towns or townships. The share of government carried on by the counties varies greatly in different parts of the United States.

In New England, the county has comparatively few powers; instead, the town has always been the important unit of local government. In both the

South and the West, the county has the greatest share in carrying on the local government; in fact, in many states there is no township government, and the county does all the work of local government except in villages and cities. The Middle States have worked out a plan by means of which the county shares the work of local government with the town or township.

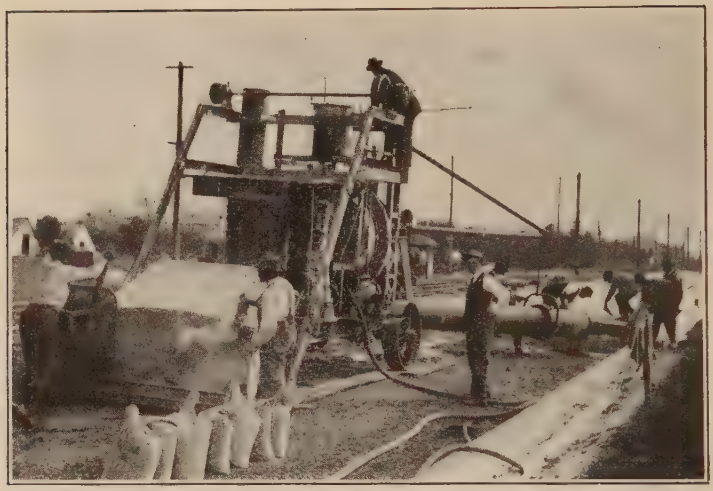
Officers of the County and their Duties. — In the county government, the sheriff is an important official who carries out the orders of the courts and usually has charge of the county jail. The county clerk has charge of important records. His headquarters are at the county courthouse, which is located at the county seat of each county. Here the records of many valuable papers such as deeds, mortgages, and judgments are carefully preserved. Some counties have a registrar of deeds or a recorder whose special duty is to attend to the matter of recording deeds and mortgages.

The county treasurer has charge of the money received and paid out by the county. In the South and West there are county assessors to make the valuation of property for purposes of taxation. The county attorney or district attorney or prosecuting attorney conducts criminal prosecutions and represents the county in civil suits, that is, acts as the lawyer of the county. The coroner (in most states) is the county officer who investigates all cases of violent or mysterious death that occur within the county. Coroners may compel any one to testify who knows anything about the case that they are investigating. This careful investigation is for the protection of the people.

County Courthouse of El Paso County, Texas

As counties vary in population and importance, their courthouses likewise vary in size and appearance. This is one of the larger county courthouses.

In most states the county has what may be thought of as a legislative body known as the board of commissioners or board of supervisors. In some states this board is composed of representatives from the townships, villages, and wards of the cities included within the county. In others it consists of only a few members elected from separate districts within the county. In still other states the members of the county board are elected at large, that is, chosen by the voters of the entire county. It is the duty of the county board to take care of the constructing and



CONSTRUCTING A CONCRETE HIGHWAY IN MARYLAND

The men in the foreground are putting gravel, sand, and cement in the mixing machine; the hose supplies the water; and the large round pipe distributes the concrete on the road. The machine is easily moved by its own power as the road making progresses.

repairing of bridges, highways, and public buildings that belong to the county; to establish a tax rate for the county; and, in some cases, to canvass election returns.

Details of County Government. — The business carried on by the county differs greatly in different states. In fact, county government varies so much that it is difficult to make any statements that are true of all counties in the country. As already suggested, the county in the Southern and in the Western states generally looks after a number of things which are attended to by the towns in New England.

The various details of county government are so

different in the different states that you will want to make a special study of just what officers are elected in your county, how the business of your county is transacted, and what relation your community holds to the county of which it is a part. If you can get some county official to talk to your school about these matters, it will be a great help. Some lawyer in your community may be willing to assist you. In any case the state constitution will furnish valuable information.

County Courts. — The county, like other units of government, has its judicial department. The county judge is usually elected by the voters of the county. The kinds of cases that are taken to the county court differ greatly in the different states. In many states the county judge has the special court that settles estates and sees that wills are properly carried out (page 121).

Only as a coöperating member of the larger units of government of which it is a part, can a community attain its highest welfare.

For Investigation, Discussion, and Action

1. Make a list of things that small communities cannot do to best advantage by working alone.
2. How do we know what powers a town or village or city may exercise?
3. What is the real purpose of a constitution?
4. Why should a constitution have provision for amendments? Why should it be fairly difficult to get amendments?
5. Has your state ever attempted to revise its constitution? If so, when and how was it done?

6. Make a list of the elective and the appointive officers in your state.

7. How often does the legislature of your state meet? Mention some of the things that were done at the last session. In the constitution of your state, is the legislature called the Legislature or is it called the General Assembly or the General Court? What is the name of the lower house of your legislature?

8. What is the highest court in your state called? Where is it held?

9. How are judges chosen in your state? How long do they hold office?

10. In what county do you live? Where is the county seat?

11. Does your community pay a county tax? If so, what share?

12. Make a list of things done by your county government.

13. Have you ever heard of the coroner in your county? If so, tell how.

14. Why should deeds be recorded?

15. Collect current topics dealing with state and with county affairs.

Meeting Place of the Pennsylvania House of Representatives

CHAPTER XI

SOME THINGS THE STATE DOES FOR ITS CITIZENS

Problem: *What are some of the things that the state does for its citizens, and why does it do these things?*

Members of the Community Needing Special Help. — At some time in our lives we have all been dependent upon others. When we were babies, it was our parents who gave us the necessary care. When we are sick we are dependent upon the doctor, the nurse, and all the others who do what they can to help us get well.

Unfortunately, some members of the community can never be made well and we must always take care of them. There are the insane, who, because of mental disorders, cannot think and act as normal persons do. There are cripples, who have never been able to walk or who can use only part of their bodies. The blind and the deaf lack some of the five senses that the rest of us have, and they need our help.

Think of the thousands of boys and girls who have been left without either father or mother. Some one must take care of them. Who would want to see the aged poor suffer? Even though they may have worked hard in their younger days, they have, for some reason, been unable to save enough to take care of themselves now that they are old.

In every large community there are those who break the laws and are known as criminals. Some of these men and women are mentally weak and therefore not fully responsible for what they do. Others have a wrong idea about getting a living and would rather steal than do honest work. Lack of education or training is sometimes a cause of crime. A large majority of criminals are uneducated. Bad habits and bad companions are frequent causes of lawbreaking. Lack of regular employment, because a person has failed to learn a trade or prepare himself in any way to do good work, is still another cause of crime. In fact, the list of conditions that lead to crime is a long one.

Reasons for Caring for the Unfortunate. — The time when the hopelessly ill, the crippled, the blind, and the aged were left to die or were put to death has long since passed. We now believe that the strong ought to help the weak, that we should take entire care of those who are helpless, and that we should help the others to help themselves. With the advance of civilization a higher value than ever before has been placed upon human life. We now believe in lending a helping hand wherever and whenever it is needed.

In many cases those who are defective, in one way or another, are given special training that enables them to care for themselves and even contribute to the general welfare. Special methods of education for the blind and the deaf produce wonderful results. All this adds greatly to the happiness of these unfortunate individuals and enables them to share in the activities of the community.

Hospitals for the insane not only prevent mentally deranged people from doing harm to others, but provide treatment which sometimes cures the individual and restores him to usefulness. New methods of treatment in these institutions have also added much to the comfort and happiness of the inmates.

Our ideas with reference to the treatment of criminals differ greatly from those that were common even in the early days of our own history as a nation. We still believe that criminals must be placed, for a time at least, where they cannot harm any one in the community or continue their wrongdoing; but we now try to reform them and make them useful members of society.

Care of the Poor and the Aged. — People who are poor are by no means always to blame. The father of a large family may be thrown out of employment through no fault of his own. Sickness or accident may deprive the family of their means of support. Nearly all the states now have laws that aid the worker in cases of accident. Under the workmen's compensation laws, a workman who is injured while at work must be paid a certain amount of money by his employer during the time he is unable to work. Formerly the workman had to suffer the loss of wages and stand the expense of medical treatment or else go to law about it. Now the employer and the workman share these losses which are likely to occur in any enterprise.

Much study has been given to the problem of finding the best way to aid those who are in need. If all the charitable agencies in the community unite, it is

usually possible to employ trained workers to study each needy case and to suggest the best plan for giving the necessary aid. Giving aid to people who really do not need it does more harm than good. One of the most hopeful things about this problem is the effort that is being made to remove the causes of poverty, so far as this is possible, rather than simply trying to relieve the needs of the poor for the time being.

Fortunately the old plan of sending dependent people to the poorhouse is now being used only as a last resort. Prevention is our first thought to-day. Every effort is made to care for the aged in their homes if possible. Friendly Homes and Homes for the Aged are being provided by private charity. The plan of helping people in their homes is sometimes spoken of as outdoor relief in contrast to the old plan which is referred to as indoor relief. The new method is undoubtedly more expensive and harder to manage, but it results in much greater happiness.

So far as public agencies are concerned, poor relief is left largely to the local community. In New England this matter is taken care of by the towns. Outside of this section of the country the county usually takes over the duty of caring for the poor.

Care and Protection of Children. — Boys and girls who are well cared for in their own homes are apt to forget about the children who are less fortunate. More than ever before we are coming to realize that every child must have a chance to grow up and become a strong, healthy member of society. In large cities, school physicians and nurses, home visitors, and free

Girls' Physical Training Class in a High School

clinics are provided to help make this possible. These activities are often carried on under the direction of the local health department, which is discussed in Chapter IV. In some states there are very definite and strict laws with reference to the physical training of the young, well designed to develop strong, able-bodied citizens.

Orphans and dependent children are sometimes cared for by the state, sometimes by the local community, and sometimes by private institutions supported by gifts from people who want to help little children. The plan of finding homes for these children is gaining favor, and in practically every state there are organizations working toward this end.

Nearly all the states now have mothers' pension laws. These laws grant to worthy mothers, whose husbands have died, a weekly allowance to help them take care of their children. It is generally agreed

that it is better to keep families together if possible. Under the pension plan, widowed mothers are granted money so that they can keep their children instead of leaving them to the care of an institution.

Many private organizations are aiding in the work of caring for boys and girls who need some one to help them. Child welfare boards have done much to call the attention of adults to the proper care of children, and, in fact, to insist upon such care. As a result of the effort of these organizations, many of the states have passed laws that forbid the employment of boys and girls until they have reached a certain age and have a certain amount of education. These child labor laws also state the conditions under which young workers may be employed, and limit the hours of employment. All this is done by the state in order to protect its junior citizens. The welfare of the young is also promoted by the continuation schools and the vocational education mentioned in Chapter VI.

Care of Defectives. — In recent years a great deal has been learned about the care of the feeble-minded, the insane, the epileptic, the blind, and the deaf. The work of caring for these classes of citizens is now largely in the hands of the state, although some cities also do much for their defective members.

The state selects favorable places where it builds and maintains institutions for the purpose of caring for these unfortunates. In this way many people get care and treatment that would otherwise be impossible. We no longer group all defectives together, but provide for each group the special help that is needed.

Reading Class in a Home for Blind Children
Each letter is represented by a combination of raised dots

In the case of the blind and the deaf, wonders have been accomplished. It is now possible for these boys and girls to get an education, to learn a trade, and to do many things like their more fortunate brothers and sisters. Books are made which the blind can read through the sense of touch. In the old days deaf children grew up dumb; but now they are taught to speak, and, through lip reading, to understand the speech of others.

It has taken time to discover that the insane and the feeble-minded are not alike and so need quite different treatment. With proper training the feeble-minded may learn to do many things, and may, under careful guidance, become self-supporting members of society.

The Treatment of Criminals. — One of the big problems of the state is how best to care for those who break the laws. A remarkable change has taken

place in recent years in the matter of dealing with criminals. States no longer wish to punish offenders against the law merely for the sake of punishment. It has been learned that criminals are not all alike, and that attempts to scare people into being good have failed.

Wrongdoers must be restrained and punished, but that is not enough. Men are no longer put in prison merely for this purpose. The state tries to develop the good qualities of criminals and, if possible, to make them self-respecting and useful citizens. In some states prisoners are employed in building roads, in farming, or in some other healthful outdoor employment. In other states the prisoners work in factories, not as a punishment, but rather to keep them usefully employed and to give them an opportunity to learn how to make an honest living when they are released. People now believe that every possible effort should be made to reform these unfortunate members of society. If this can be done much will be accomplished in protecting the community against future crimes.

Youthful lawbreakers are sent to reform schools rather than to the regular prisons of the state. Here they are given special advantages and every effort is made to prevent them from growing up as hardened criminals. These schools are usually built in the country where there is plenty of fresh air, wholesome food, and sunshine. Here workshops are provided where many different trades may be learned. A farm, a dairy, and a good school are usually part of the equipment. The plan of having the boys live in small

groups in separate cottages is quite generally followed, thus giving these young offenders the benefit of home-like influences. As a result of all these efforts many who would otherwise grow up as criminals are led to become good citizens.

Helping Citizens to Protect Themselves. — Fortunately the defectives and criminals are only a small part of the population of the state. In properly protecting and caring for these people, however, the state is safeguarding the best interests of all its citizens. Besides these protective measures from which we all derive benefit, the state protects normal citizens directly in many ways.

By strict laws and careful supervision the state protects all the people who have money deposited in

Depositors in a Savings Bank

What savings bank is nearest your home? What post office nearest your home will accept deposits as a postal savings bank?

the savings banks. In this way it encourages people to save and so have money to meet emergencies, when they come, rather than be dependent. James J. Hill, the great railroad builder, argued that ability to save money was good evidence that a person would succeed in life. Every dollar that is put into the savings banks helps the individual and benefits the community.

In order to encourage saving, many banks will start an account with a deposit of one dollar. The banks keep the dollars working and so are able to pay interest to each depositor for the use of his money as long as they take care of it for him.

The activities of insurance companies are very carefully regulated by state laws and the supervision of state officers. This makes it safe for citizens to take out policies and so protect their property and their families. When a man dies without having saved any money or without life insurance his family may become dependent upon the public for support. If a person in the community loses his house and all his household effects by fire and has no insurance, he may be left penniless and obliged to look to others for help. No thinking, honest citizen need, or will, permit such things to happen. Because the state has made him feel confident that he will be paid if losses occur, he will do what he can to protect himself.

Other Ways in which the State Helps its Citizens.— State and federal employment bureaus help citizens to get work. They also assist them in finding the kind of work for which they are best fitted. In

Restoring Respiration with a Pulmotor

This twentieth-century invention produces artificial respiration by pumping oxygen or air, or both, into and out of the lungs. It is often used to revive persons who have been made unconscious by an electric shock, or who have been suffocated by drowning or by breathing poisonous gases in mines or factories.

this way these bureaus give valuable service to employers and to employees.

Inspection of factories and mines is carried on in accordance with state laws. It is the duty of inspectors to see that all places of employment are well lighted, properly ventilated, and sanitary. This is another way in which the state protects its workers and gives them better working conditions. By thus making it possible for workers to do better work, the state also increases their value as members of the community.

The workmen's compensation laws already mentioned not only secure pay for injured workmen but relieve the worker from anxiety and thus make his recovery more rapid. They have also resulted in the introduction of additional safety devices in factories

and in mines which have prevented accidents and so saved time, needless pain, and often life itself.

The state seeks to aid and protect its citizens, making no distinction of persons or classes, to the end that all may gain the largest measure of happiness and give the greatest possible service.

For Investigation, Discussion, and Action

1. Make a list of the persons or groups in your community needing special help. What does the state do for each of them?

2. What organizations aid in caring for any of the groups you have mentioned?

3. Plan an entertainment or a sale and devote the proceeds to some worthy object, such as a fresh-air fund for city children or a scholarship fund.

4. Make a list of things that junior citizens can do to help others less fortunate than themselves.

5. How have the blind and the deaf been aided by the state so that they can help themselves?

6. Besides the advantages offered by the schools, what is done for the boys and girls in your locality?

7. Why should the state pension mothers whose husbands have died?

8. What is taught in the continuation or part-time schools in your state?

9. Mention some of the ways in which boys and girls should show respect for the aged.

10. Why is the workmen's compensation act a just law?

11. What is being done in your state for defectives?

12. Collect items from newspapers that tell about public institutions in your state.

13. How does saving money help a person to protect himself?

14. What is your state doing to help its workers and give them better working conditions?

CHAPTER XII

TRANSPORTATION AND COMMUNICATION

Problem: *To find out how and why the government, local, state, and national, is interested in maintaining and improving means of transportation and communication.*

Communities Depend upon Each Other. — In previous chapters your attention has been called to many ways in which communities depend upon each other. Have you ever thought of the relation of the three words common, community, and communication? There is much more than a verbal tie binding these words together. We have already learned that men live in communities because of interests that are common to all. Communication and transportation furnish ways by which people may possess more things in common and possess them more easily. This is because communication provides ways of making the desires and needs of one community known to another, and transportation makes it possible to get or to transfer the things from one section to another easily.

As far back as 1893 transportation had made such great strides and was considered so important to the growth and development of the country that one of the buildings at the World's Fair in Chicago was entirely devoted to showing the progress that had been made up to that time. Over the entrance to this building

An Unimproved Muddy Road

these words were inscribed: "Easy transportation for men and things, from place to place, makes a nation strong and great."

Building Roads.—A great senator, Charles Sumner, once said, "The two great forces for the advancement of civilization are the schoolmaster and good roads." Roads, like the veins and arteries in the human body, carry the streams of life from one community to another.

Men have long realized, to a greater or less extent, the importance of good roads, but the question of expense has been a difficult one to solve. Who shall pay for the roads that so many people have to use? In the early days, because of the lack of funds in the public treasury, private companies were organized to build roads. They collected money called "toll" from all persons driving over the road and in this way obtained a return on their investment. In time most of the toll roads were purchased from the private companies and made free to the public.

The Same Road after Improvement

As early as 1806, Congress realized the importance of good roads as a means of keeping the country together and authorized the building of the National Road from the Potomac River westward. Later this road came under the control of the states through which it passed, as public opinion seemed to favor state or private control in the matter of building highways.

A Mud Tax. — People in large cities have been altogether too much inclined to believe that road building in the country is a matter that concerns only the farmers, little realizing the relation of bad road conditions to the high cost of living. One writer states it as follows, " The annual mud tax in the United States, that is, the financial loss due to transporting crops over bad roads, is estimated at $250,000,000." Director Page of the United States Office of Public Roads is authority for the statement that it has cost farmers more to haul a bushel of wheat nine miles to a railroad station than to ship it across the ocean from New York

to Liverpool, a distance of over three thousand miles. In the end, the "mud tax" is paid largely by the dwellers in towns and cities, since their food and the raw material for their clothing must be hauled over country roads. The interests of large and of small communities are now so closely interwoven in this matter that there is no entirely separate road problem for country or for city.

Coöperation in Road Improvement. — The use of the automobile by the dwellers in all kinds of communities has created a general desire for better highways. Because of this mutual interest in good roads the problem has ceased to be a local one. The national government through the Department of Agriculture, which is described in a later chapter, is giving assistance to communities all over the country through its laboratories for testing road-building materials and through its bulletins of information.

In recent years, the national government has also given financial aid which has stimulated the states to greater activities in good road building. Over half the states now have highway commissions and a still larger number furnish more or less financial aid to local communities desiring to build good roads. In some states the whole expense of building and maintaining certain highways is now borne by the state.

Newspapers and magazines are doing great service in the campaign for better roads. Their contributions have aided materially in arousing public sentiment, which is the thing that counts most. As one writer puts it, "Good roads are possible in every county and

in every country neighborhood when the people are united in wanting them and are willing to work for them." Farmers' institutes, the Grange, and other farm organizations are accomplishing much in the way of convincing the people of the value of good roads. Rural free delivery and centralized schools have increased the demand for better roads and have stimulated the interest of citizens in rural communities in this important matter. Special courses in road instruction are now offered in many of the state agricultural colleges.

In some of the states the superintendents of public instruction have interested the boys and girls of the public schools in this work by designating an annual "Good Roads Day." Appropriate school programs are arranged and plans are made for coöperating in the movement for better roads. At a public meeting in a community where the boys had organized themselves into teams for dragging the roads, the chairman of the board of supervisors stated that these boys had done more to make good roads in that county than all the money that had been spent by the county.

Roads of the Future. — The Lincoln, the Dixie, and the Roosevelt highways suggest possibilities in the way of future road improvement that will mean much in the way of both progress and enjoyment throughout the entire country. The Lincoln Highway extending across the country from the city of New York to San Francisco is nationally known as "America's Object-Lesson Road." Its "Ideal Section" will stand as an example of the best and most advanced thought in road building.

LINCOLN HIGHWAY IN PENNSYLVANIA

This highway is marked on roadside poles with bands of red, white, and blue, with an L in the white band.

It has proved a great stimulus to the good-roads movement in every state through which it passes. Planting trees along the highways, keeping the shrubbery in good order, and mowing the wayside weeds are all helping to make our roads more beautiful and enjoyable.

In the future we shall take better care of our roads after they have been built. France has the best roads in the world because she has learned how to take care of them. We are learning that a road is no better than its steepest hills and worst mudholes, for these determine the size of loads and the ease of travel. We shall, moreover, insist that the best engineering science be employed in the construction and repair of our high-

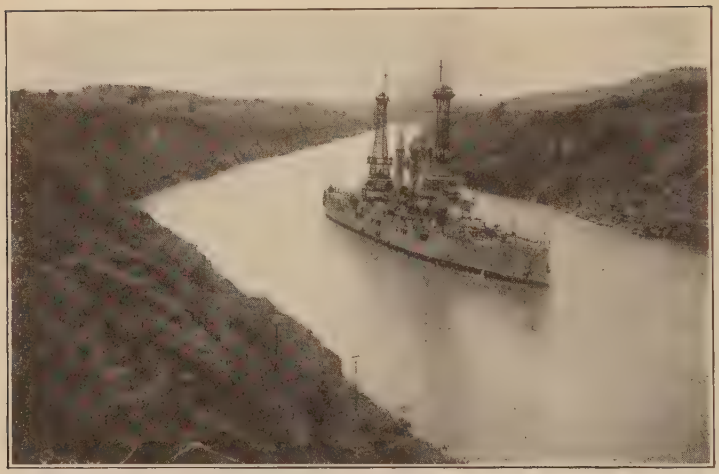
ways, and we shall realize more fully the value of universal education concerning roads.

Transportation by Water. — How wonderful it must have seemed to the men and women of 1807 when Fulton's first steamboat, carrying some thirty or forty of his friends, made the trip from New York to Albany in thirty-six hours! A few years after this, steamboats were making their way up and down all navigable rivers, carrying freight and passengers from one part of the country to another.

The Erie Canal helped to solve the problem of connecting the East and the West and greatly reduced the expense of transportation. Where it had previously cost thirty-two dollars to carry a ton one hundred miles by wagon, it could be carried for one dollar by the canal. Many states followed the example of New York state in building canals, but the coming of railroads soon interfered with the success of most of these waterways.

Both the states and the United States have spent large sums of money in improving rivers and harbors. By deepening the channels of rivers and dredging harbors the cost of transportation may be reduced, because large vessels are thus enabled to get nearer to the inland sources of their cargoes. When the cost of transportation is reduced it is possible to get goods at a lower price; thus the people benefit by improvements that are worth while. Unfortunately public money is sometimes wasted on improvements that are of little, if any, value.

The Panama Canal built by the national government is the greatest business enterprise that it has ever



United States Warship Passing through the Panama Canal

undertaken. The canal not only enables our navy to protect our coasts to much better advantage than before, but it aids the commerce of the world.

The Railroads. — What a change has taken place in both transportation and communication since the building of railroads! It is hard to realize that in our grandfathers' time it took several days to carry corn or wheat to a city only fifty miles away; and that a journey from New York to Boston took longer than one from New York to San Francisco at present.

The United States of America, as we now have it, would hardly have been possible but for the railroads. They have bound the states together with their great bands of steel running in all directions and covering the country with a network of tracks. The national government encouraged the building of railroads and

gave millions of acres of public land to aid the railroad companies in extending their lines, particularly in the West. In this way the government made possible the rapid settlement of the great Middle West as well as the Pacific slope.

The question of who shall own the railroads is one that has often been discussed. In some foreign countries they are owned by the government. During the World War, our government took possession of most of the railroads in the United States in order to transport soldiers and supplies more effectively. After the war the roads were returned to their owners with certain restrictions. Although our government does not own the railroads, it exercises a large degree of control over them.

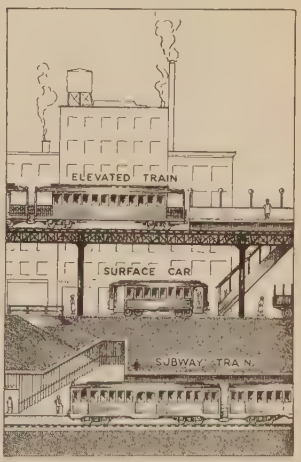


Diagram of Elevated, Surface, and Subway Lines

Electric Lines. — The development of electric interurban and local trolley lines marks another important step towards binding communities together. It has helped to solve the problem of country and city life by making it possible for the city worker to get all the advantages of a home in the country, and by bringing the opportunities offered by the city within easy reach of dwellers in rural communities. In some cities, elevated and subway lines have made it possible to move large

numbers of people in a much shorter time than surface lines could do it, and so have greatly relieved badly congested streets.

When a company builds tracks and operates cars in the streets it must pay the community for the privilege. The document granting the right to use the streets in this way is called a franchise. Franchises safeguard the rights of the people if they are carefully drawn and properly granted. Communities are coming to realize the value of such privileges and are demanding better service from the companies that own and operate transportation lines.

The Need of Communication. — Early in our history as a nation the people living in different parts of the country found it necessary to have some means of communicating with each other. The colonists might never have united in their struggle for liberty had it not been for the committees of correspondence. Like transportation, the method of sending messages from one place to another was at first very slow and difficult. Think of having only three mails a week between New York and Boston!

In the early days the government was obliged to charge six cents to send one letter sheet thirty miles. To send it one hundred miles cost ten cents, and to send it four hundred fifty miles, or less than the distance from Boston to Buffalo, cost twenty-five cents. In those days stamps were not used, but the amount of postage was written on the letter by the postmaster and the word "paid" was added if the sender paid. If he did not pay, the one who received the letter had

to do so. To-day, a two-cent stamp will carry a letter anywhere in the United States as well as to many other parts of the world. By means of cheap postage on books, magazines, and newspapers the Post-Office Department of the federal government has encouraged people throughout the country to read, and so has become an important educational agency.

The Mail Service. — At first, all the people went to the post office to get their own mail. To-day, in most cities and country communities alike, the mail is brought to our doors. Improvement in roads has made it possible for rural carriers to drive over many miles of territory in the country each day dropping mail into the boxes that line the highways and collecting mail which the dwellers in the country wish to send.

Rural free delivery, as this service is called, costs the government a great deal of money, but it makes living in the country much more desirable and helps to keep the people in close touch with all that is going on in the world.

"R. F. D." Boxes

Mail is deposited in such boxes as these on rural free delivery routes; also collected from them.

At the Parcel Post Window in a City Post Office

Parcel post, one of the latest developments of our postal system, provides for sending packages from one community to another. For this purpose the rate of postage depends not only upon the weight but also upon the distance the parcel is carried. Millions of packages are carried in this way every day. Parcel post, added to rural free delivery, has shortened the time and reduced the expense of sending products from one community to another, thus proving a great benefit to all.

The latest way in which the federal government has aided in the matter of both communication and transportation has been in the development of its airplane and seaplane service. At first an extra charge was made for this service and special stamps were required, but now any stamps good for ordinary postage may be

used and the regular first class mail charge of two cents an ounce or fraction thereof is all that is made. Fast mail trains connect with airplane service, leaving mail at designated stations where airplanes pick it up and continue the journey. Large cities are connected by regular airplane service, and in 1920 a transcontinental airplane route was established, carrying mail between New York and San Francisco, in less than half of the time taken by mail trains. In planning for more rapid communication the Post-Office Department has not only met a real need, but has recognized the necessity of developing aërial transportation as a great

Postal Airplane

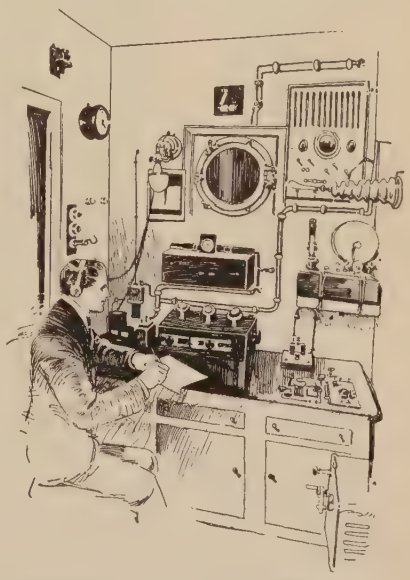
Taking on mail for the first trip between New York and Washington.

commercial asset and as a means of national defense. Passenger airplanes have been built, equipped with comfortable seats, and even with sleeping accommodations.

Other Means of Communication. — The development of great railroad systems was made possible not only by government encouragement, but by the almost instantaneous communication afforded by the telegraph. As a result of this invention directions and warnings could be sent from station to station, outdistancing the fastest express trains. The invention of the telegraph has also made possible the modern newspaper, that great molder of public opinion, because newsgatherers are always on the alert ready to flash over the wires news of every notable event that occurs. The weather bureau depends upon this invention to get the information necessary in order to make its reports that aid citizens in all parts of the country. Observers stationed at various points telegraph their reports on weather conditions to the central office at Washington. Upon the basis of this information the bureau sends out its weather reports to the various sections of the country.

Transoceanic cables have made it possible to send messages from one continent to another and thus have brought the whole world so close together that it is a matter of minutes before an important event taking place in Europe is made known in America. Perhaps we realized the value of this invention more than ever before when news of the events of the World War came so quickly and regularly to the many anxious ones in homes throughout the United States.

The telephone has brought the country home into closer touch with the city and has added in other ways to the social life of the rural community. The housewife may now order her supply of groceries, arrange for the sale and delivery of farm products, or have a friendly chat with her neighbor, without leaving the house. In the rush of city life, too, the telephone has become indispensable. It is hard for us to understand how people ever got along without these inventions which provide such efficient means of communication.



Wireless Operator and Instruments on a Ship

The possibility of using the telegraph or the telephone without wires seemed almost unbelievable when first announced. To-day this method of communication is already accomplishing wonderful things. In case of accident or distress of any kind at sea, ships can send out messages in all directions and be sure of summoning aid, although the vessels receiving the message may be many miles away. Great ocean liners now publish daily news, and men making a trip across the ocean carry on their business even

though hundreds of miles from land. There is every indication that the coming generation is sure to witness many wonderful developments along the lines of transportation and communication.

State and Federal Control. — Both the states and the federal government have passed laws regulating railroads and other public utilities companies such as telegraph, telephone, and express companies. More than half of the states have public utility or public service commissions to control rates and service of steam railroads, street railroads, gas, water, electric light, telephone, and telegraph companies. These state commissions control railroads whose business is entirely within the state, and may compel railroads passing through the state to comply with certain conditions. Engines and cars must be equipped with safety devices, and safety signals must be used to protect the public.

By the Interstate Commerce Act passed in 1887, the national government prevents railroads that are doing business in more than one state from managing their affairs simply for their own benefit and without regard for the public good. It compels these railroad companies to charge reasonable rates; to treat all persons, corporations, or localities alike; and it prevents the companies from charging more to haul freight a short distance than for a long distance under similar conditions.

Under this act an Interstate Commerce Commission was created, whose duty it is to see that the provisions of the law are carried out. This commission,

consisting now of eleven men, has power to inquire whether any particular rate, either for freight or for passengers, is reasonable; and, if it finds the rate unfair, it may order the railway company to make a fair rate. It has also been given authority to inquire into the management of the business of interstate steamship lines, express companies, and telegraph and telephone companies, as well as railroads, with a view to fixing fair rates. In this way the rights of all citizens may be properly protected.

To scientists and inventors, as well as to statesmen, we owe a great debt of gratitude for the many ways in which they have made it possible for us to work with, and for, each other so effectively.

For Investigation, Discussion, and Action

1. Make a list of ways in which your community depends upon other communities, also the ways in which it helps other communities.

2. What reasons do you think Charles Sumner would have given for the statement quoted in this chapter?

3. Prove that the interests of large and of small communities in the matter of good roads are closely interwoven. Use illustrations drawn from your own community.

4. Write to the United States Office of Public Roads, Division of Road Management, Department of Agriculture, Washington, D. C., for information regarding the relation of poor roads to the increased cost of living.

5. What is your state doing to improve the condition of country roads?

6. Who has control over the building and repairing of roads in your community? What is being done to improve the roads, and who pays for it?

7. Does your state have a "Good Roads Day"? If so, what has your school done?

8. If you lived in a city and wanted your street improved, how would you go about it? Who would pay for it, and how?

9. Is your community aided by water transportation, and if so, how?

10. Ask the librarian in your public library to refer you to some of the best articles on the Panama Canal.

11. How have steam railroads or interurban trolley lines affected the growth and development of your community?

12. Has the federal government done anything in the way of improving rivers or harbors in your state?

13. Write to the Post-Office Department, Washington, D. C., or get from your local postmaster a copy of the pamphlet entitled, "Postal Information."

14. How is mail delivered in your community, and who pays for it?

15. Look up the interesting stories of the inventions of Morse, Field, Bell, and Marconi found in your histories or in books that you can borrow from the public library.

16. Write to the Bureau of Navigation, Department of Commerce, Washington, D. C., for a copy of the regulations regarding the use of the wireless telegraph by amateurs. Why do we need regulations regarding this matter?

17. Collect clippings from the newspapers about any of the means of transportation and communication or the activities of the Interstate Commerce Commission.

CHAPTER XIII

THE NATIONAL GOVERNMENT

Problem: *To find what "United States of America" ought to mean to every American citizen, and to discover the relation of the national government to the state governments.*

One Nation, Indivisible. — After repeating the pledge to the flag, have you ever stopped to think about the words "one nation, indivisible"? At the close of the Revolution we might have had thirteen little republics if it had not been for wise leaders who worked out a successful plan for uniting the original states into one nation. Thousands of men gave their lives during the Civil War to preserve the Union. Because the states have kept together, the United States of America has now grown to be one of the great nations of the world.

Independent local communities, whether large or small, could never make a great nation; but with all the communities, both large and small, united, we have a country of which we may justly be proud and to which we should be willing to give a "full measure of devotion." We may well be grateful for the opportunity to pledge our allegiance to this country, not only in words, but in terms of real service.

Have you ever noticed the motto, "E Pluribus

Unum," on one side of a coin and wondered what it meant? It is a Latin expression which is used to remind us of the fact that from many communities, many states, we have grown into one great nation. This motto might be translated, " one state or nation made up of many smaller ones."

This one nation with headquarters, or capital, at Washington now includes forty-eight separate states. As suggested in Chapter X, each state has certain very definite powers, or rights, of its own which it may use as long as they do not conflict with the powers given to the central government of the nation for the good of all.

This central government has its own officials and makes its own laws which are the supreme laws of our land. The President occupies much the same position in the national government as the governor does in a state, or the mayor in a city. Congress makes the national laws in much the same manner as the state legislature makes laws for the state. We shall learn more about the details of this matter in a later chapter.

Because of this union of many states in one nation, we all enjoy rights and privileges which can be continued only as long as American citizens faithfully perform their duties and live up to their obligations. The welfare of every community is in some way dependent upon the welfare of the nation, and the loyal support of all citizens is essential to its greatest success.

The American's Creed. — During the World War, some patriotic citizens offered a prize for a " National Creed " which should be a short statement or summary

of what true Americans really believe, a statement founded upon fundamental things most distinctive in American history and tradition. Thousands of creeds were written. People from all parts of the country sent in their ideas. Every state in the Union was represented by some competitor.

When all the manuscripts had been examined, the committee appointed made its report. William Tyler Page was selected as the successful contestant. The complete proceedings in the official acceptance of the American's Creed may be found in the "Congressional Record," Number 102, April 13, 1918. The following is the authorized version of the creed:

THE AMERICAN'S CREED

I believe in the United States of America as a government of the people, by the people, for the people; whose just powers are derived from the consent of the governed; a democracy in a republic; a sovereign nation of many sovereign states; a perfect Union, one and inseparable; established upon those principles of freedom, equality, justice, and humanity for which American patriots sacrificed their lives and fortunes.

I therefore believe it is my duty to my country to love it, to support its Constitution, to obey its laws, to respect its flag, and to defend it against all enemies.

It is interesting to know that Mr. Page is a descendant of one of the signers of the Declaration of Independence. On every Fourth of July he has made a lifetime practice of going to his library and spending the day in careful study of the great documents of American history. It is not surprising, therefore, to learn that he was able to express in one hundred words

a simple and convincing summary of American faith. The American's Creed is not merely an expression of Mr. Page's opinion. It is a statement based upon the great documents of our country and the public utterances of our statesmen.

A Democracy in a Republic. — A pure democracy means a community or state where all the people can get together as often as necessary to make laws and to carry them out. This form of government would limit the state to a comparatively small number of people and would be quite likely to subject it to great changes whenever the majority happened to think such changes desirable. A pure democracy might have a written constitution, but would feel free to change it quickly, so that the minority would usually be subject to any treatment the majority might care to impose. Under such circumstances there would be little personal security or assurance of property rights.

The Constitution of the United States of America makes certain rights and privileges secure to every one. It provides for a representative democracy with a form of government that has checks and balances which prevent sudden changes and compel calm deliberation before new steps are taken. This makes the rights of every one much more secure, even though it may sometimes seem to result in unreasonable delay in securing desirable changes in our laws or our ways of administering the government.

Under the American plan the people delegate the actual government to a comparatively small number of citizens who are elected by them for this purpose.

A Joint Session of Congress, made up of 531 members elected to make laws for a nation of over 100,000,000.

This has made it possible for us to become a great nation, to grow from thirteen states to forty-eight states, to increase in population from less than four million to over one hundred million. It has given us a government of the people, by the people, and for the people that has proved both good and strong and that has stood the test of more than one hundred and thirty years. In fact, our form of government is now the oldest among the great nations, that is, it has lasted the longest with the least change.

The Consent of the Governed. — Liberal, far-sighted Englishmen planned the English colonies in America. They came to America with the idea of establishing a government in which they could have a share and where authority would not be exercised without their consent. At first the English king and his ministers paid little attention to them or to the other colonists, all of whom enjoyed a large measure of self-government.

Finally a short-sighted, self-willed ruler — King George III of Great Britain — attempted to force his will upon the colonists in America and so compelled the Declaration of Independence. This Declaration stated that the right kind of government gets its power "from the consent of the governed." Our government, then, was formed by men who consented to control themselves in the interest of the common good. They agreed to abide by the will of the majority after it had been carefully and intelligently expressed.

Such a government requires education, training, and self-control on the part of each citizen. If the

people lack self-control, the government will fail and small groups of loud-promising men will use the public power for their own selfish ends. Democracy means first of all that we are able to govern ourselves. If we lack self-control, then we shall not be able to carry on a democratic government. Men who take the law into their own hands are undesirable citizens and should not be allowed a share in carrying on any government.

All the People, Not a Class, Must Rule. — The constitutions of both our nation and our states embody a plan of government in the interest of all the people. The rights of rich and poor alike are considered and protected. Ours is a government "of the people" because it is the people's government, one that they possess; a government "for the people" because it is a government planned for their welfare and in their interest; a government "by the people" because all the people have a share in carrying on the government. This makes it possible for any citizen who possesses the true qualities of leadership to take his place among those who help to guide our great republic. America has offered, and still offers, liberty and hope to all who prove themselves worthy of her generous hospitality.

In one of his addresses during the World War, President Wilson said, "Let us show ourselves Americans by showing that we do not want to go off in separate camps or groups by ourselves, but that we want to coöperate with all other classes and all other groups in a common enterprise. I would be willing to set that up as a final test of an American. That is the meaning of democracy."

The Constitution recognizes no class. It is built upon the foundation principles of freedom, equality, justice, and humanity. To protect all the people as well as the government itself, we have a system of courts at the head of which is the United States Supreme Court. This court has been given greater power than any other court in the world. Even the agitator who seeks to destroy the government set up by our Constitution is protected from violence by the courts and the officials of the very government he is trying to overthrow.

The Relation of National and State Government. — If in any way or at any time the national government and a state government should conflict, the state must give way and must recognize the higher authority of the nation. The Constitution distinctly says, "This Constitution and the laws of the United States which shall be made in pursuance thereof, and all treaties made, or which shall be made, under the authority of the United States, shall be the supreme law of the land; and the judges in every state shall be bound thereby, anything in the constitution or laws of any state to the contrary notwithstanding."

All public officers of the states as well as of the nation must take an oath to support the Constitution of the United States. This is a definite recognition of national authority. In return for state recognition of the supremacy of the national government, the nation has distinct obligations to meet in dealing with each state. The national government must guarantee a republican form of government to every state. It must

protect every state from invasion by an enemy. If any state cannot maintain order or put down any riot or insurrection that may take place within its limits, it may call upon the national government for help, which must be sent as soon as possible.

As far back as the Revolution, Patrick Henry realized what a fine idea it would be to have the people of each state feel that they were a part of a great nation to which they were glad to give allegiance. He said, "The distinctions between Virginians, Pennsylvanians, New Yorkers, and New Englanders are no more. I am not a Virginian, but an American." As American citizens, we all love our states and believe strongly in a large measure of local self-government, but we have learned that the safety of the states is to be found only in the safety of the nation.

Whether we live in Boston or San Francisco, in Detroit or New Orleans, in a farming community or a mining town, wherever our homes are in this broad land, we all have a common interest in the United States of America, one nation, indivisible, with liberty and justice for all.

For Investigation, Discussion, and Action

1. What is the meaning of allegiance?
2. What coins bear the motto "E Pluribus Unum"?
3. Who is the chief executive officer of the nation?
4. Commit to memory the American's Creed.
5. Make a list of all the expressions in this creed that you do not understand and ask your teacher about them.
6. Why was Mr. Page qualified to write such a creed?
7. Why is not our government that of a pure democracy?
8. Make a list of the disadvantages of a pure democracy.

9. What is the American plan, and what are the results of this plan up to the present time?

10. What idea of government was in the minds of many of the colonists who settled in America?

11. What is meant by "the consent of the governed"?

12. Why is self-control a necessity under our form of government?

13. Give reasons why any kind of class control is contrary to our form of government.

14. For whom and how is it possible to be a leader in America?

15. Prove that state officials are bound not to do anything contrary to the Constitution of the United States.

16. Make a list of things the United States must do for all the states.

17. Prove that the safety of the state depends upon the safety of the nation.

A Gymnasium Class Saluting the Flag

"I pledge allegiance to my flag, and to the republic for which it stands, one nation, indivisible, with liberty and justice for all."

CHAPTER XIV

OUR POLITICAL INHERITANCE

Problem: *To discover what the early political struggles of the English people had to do with the rights and privileges that we now enjoy as Americans.*

American Beginnings. — Why were the original thirteen states under the control of England for over one hundred years? You answer that it was because most of the people living in these states came from the British Isles, or that England claimed the land along the Atlantic coast and so controlled the colonies established there. This being true, it is easy to see how the struggles of the English people, first for certain rights and privileges and later for a share in the government, are closely related to the development of self-government in America.

It is the purpose of this chapter to tell you something about these struggles and to trace the steady growth of ideas and institutions which finally resulted not only in the American Revolution but in bringing greater liberty to all English-speaking people.

William the Conqueror Grants the First Charter. — In 1066 A.D. William the Conqueror, leader of the Normans, crossed the English Channel and invaded England. The Normans were descendants of the Northmen, some of whom are said to have visited

America five hundred years before Columbus discovered it. They lived in what is now the northern part of France and called their country Normandy. The English were descended from Germanic tribes who took possession of England about six hundred years before William's invasion. They were a liberty-loving race, but in 1066 they had hardly any rights which their nobles and their king were bound to respect.

When most of the men who composed the English army were at home harvesting their grain, William crossed the Channel and, without much difficulty, landed his army. After a severe battle which resulted in the death of the English king and the defeat of the English army, William led his soldiers toward London. The people of London, who lived in a walled city, decided not to fight the Normans and invited William to come into the city and be crowned king. This was just what William wanted and so pleased him that he gave the people of London a charter that guaranteed them certain privileges. Thus began the granting of charters in England, a first step toward securing rights and privileges.

King Henry I Gives Rights to the People. — From William the Conqueror descended all the kings of England since his reign. Some of these kings were good and some were bad, which has always been the way with kings. One of the good kings was Henry I. He seemed to have ideas that were very much in advance of his time. He believed that as king he ought to give some rights and privileges to the people over whom he ruled. King Henry, therefore, gave a charter

to the people, which is another way of saying that he made definite statements of things that the people might do for themselves. Here we trace another step on the part of the people toward getting some rights and privileges.

King Richard Sells Charters to the People. — Later came a king who was known as Richard the Lion-hearted. He was tall and handsome, strong and courageous, a fine soldier and a good speaker. The people liked him; but he evidently did not care much about them, for it is said that in the ten years he was king, he spent only eight months in England.

He was a soldier and loved to fight. He employed much of his time as a crusader trying to get the Holy Land away from the Turks. It cost a great deal of money to equip his soldiers and take care of them, so he had to think of all possible ways to get money. One of his plans was to sell charters to those who were glad to get rights and privileges in any way that they could. During King Richard's continued absence from the country the people came to think more and more about these things and to desire some part in the government. Richard was killed while away on one of his adventures, and his younger brother, John, became king of England.

King John Compelled to Sign the Magna Charta. — King John was a very disloyal man. He even tried to get the throne away from his brother when King Richard was in the Holy Land. He is said to be the worst king that ever sat on the English throne.

He had trouble with the king of France, with the

Pope, and with almost every one else with whom he had any dealings. He refused to be bound by any agreements that former kings had made. One by one, he took away from the people rights and privileges that they had been enjoying for a long time. The barons or nobles of England, the clergy, and the common people united in protesting against such treatment; and finally drew up the document called the Magna Charta, which guaranteed rights and privileges to all classes.

Of course, King John did not want to sign this document, but the people were united in their demands and determined to gain their rights. They marched upon London and found that all but a few personal friends had deserted the king, who was compelled to go to a small island in the Thames River near Runnymede. In the presence of great crowds of people that lined both banks of the river, on June 15, 1215, King John signed the Magna Charta, Latin words for Great Charter.

Meaning of the Magna Charta. — This charter is the most important document in English history. It provided that no taxes were to be levied without the consent of a National Council. It said that justice was no longer to be sold, denied, or delayed. It protected people who were accused of crimes or misdemeanors by providing that they were not to be punished except according to the laws of the land and the judgment of their equals.

One of the fine things about it was that it granted rights to the people as well as to the nobles. This

Drawing by Varian

KING JOHN FORCED TO SIGN THE MAGNA CHARTA

meant that the kings of England no longer had the right to take money from the people at any time and in any way that they pleased. Men could not be thrown into prison and left there to die, without even a chance for a hearing. If they were arrested, they must be given a fair trial within a reasonable time and before a jury composed of their equals, that is, of men in similar circumstances to their own.

It is hard to realize now that such rights have not always been recognized. This was a great step forward in the struggle for rights and privileges, a struggle that had to be renewed again and again as later kings tried to take these rights away. Because the English people persevered and won they were able to hand on to us our splendid inheritance.

Simon de Montfort Calls the First Parliament. — King John's son was only nine years old when his father died. For a time noblemen ruled for him. When he began to reign for himself, the people soon learned that he was very much like his wicked father. He refused to take the advice of those who had previously helped him, and spent money very freely.

Contrary to the Great Charter he took this money from the people in the form of taxes. Finally the people could endure him no longer and they united under the leadership of Simon de Montfort, who was also called Simon the Righteous. They made war against the king, putting him and his son into prison.

Simon de Montfort then took charge of affairs, but was not called king. He believed in the people and at once proceeded to call a great meeting. Be-

sides the nobles and the clergy who had before composed the National Council he also invited two men from each of certain towns, and two from every shire or county as we now call it. This was the first English Parliament, so called from a French word that means "speak."

Not until thirty years after this, however, was the regular Parliament established with a House of Lords and a House of Commons. The House of Lords was originally made up of barons and bishops. The commoners, as they were called, met by themselves in the House of Commons. Thus representative government had its beginning in England.

Other Charters Confirm and Add to Early English Rights. — We must not conclude, however, that all went well after this, for there were other kings who disobeyed the rules laid down in the Great Charter and who were not willing to accept the decisions of Parliament. Finally in 1628, when the Puritans were making settlements in the vicinity of what is now the city of Boston, there was another uprising in England and the Petition of Rights, the second great charter of English liberties, was wrested from the king by the people.

This document reaffirmed the rights granted by the Magna Charta and made some additions. Under the new document taxes could not be levied except by order of Parliament, and soldiers and sailors were not to be lodged in private houses.

Scarcely fifty years passed when, in 1689, things became so bad again that the Bill of Rights, the third

great declaration of English rights, had to be made in order to restore rights and liberties to the people. This document restated the great rights noted in the former documents and added to them. It forbade excessive bail, it stated that there was to be no standing army in time of peace, and it granted the rights of assembly, of petition, and of free speech.

Self-Government Developed Slowly. — One cannot read about these struggles of the English people who lived so long ago without being impressed with the hopeful and persistent way in which they worked. They gained first one right and then another, losing sometimes, but only to gain in the end. Time after time rights and liberties were taken from them, but they were never wholly discouraged. Some leader always arose to help the people in their struggle against tyranny and injustice.

Early Government in the English Colonies in America. — For some time after the early settlers arrived in America, they were very busy building their homes and providing food for their families. They made friends with the Indians when they could, and used their guns for protection when it was necessary. They thought of themselves as Englishmen, but were not greatly concerned about the home government.

In the Plymouth colony the Pilgrims started with the simple agreement drawn up in the cabin of the *Mayflower*. In Virginia, where the people lived much farther apart because of the large plantations, there developed a representative form of government. The

first colonial assembly made up of representatives of the people was called together the year before the Pilgrims landed in America.

Drawing by Varian

SIGNING THE MAYFLOWER COMPACT

William Penn, to whom Charles II, king of England, granted the large tract of land that was called Pennsylvania, was well known for his honesty and fair dealing. He was very liberal with the colonists who settled in Pennsylvania, and gave them a large share in the government of the colony.

The people of Rhode Island and Connecticut were granted such liberal charters by the king of England that, with only slight change, they were used for state constitutions long after the United States had gained its independence. In every one of the thirteen colonies, the people elected one house of the legislature that levied taxes and made laws for the colony

We should always remember that Englishmen who settled the original thirteen states brought to America ideas of democracy that developed rapidly in the freer air of the New World and made possible our present political development.

FOR INVESTIGATION, DISCUSSION, AND ACTION

1. Why are we interested in what was done in England?
2. Why were the people of London given special privileges?
3. Why were King Henry's ideas ahead of his time?
4. Why were the people able to get the Magna Charta? Why did this document mean so much? Get a copy, pick out what you consider important articles, and tell why you consider them important.
5. Did all the kings keep the promises made in the Great Charter?
6. What is a jury? Have you ever heard of one in your community?
7. Which house of Parliament has the greater power to-day? How was this at the beginning? What does this show?
8. Why should the people have something to say about the taxes? What was the early practice of kings?
9. Find in the daily papers illustrations of bail.
10. What are some of the objections to a standing army in time of peace?
11. What was the first task of the early settlers in America?
12. Describe the first attempts to organize some form of government.
13. Read the story of the "Charter Oak" and tell what it suggests to you.
14. Did the people gain rights and privileges easily? Give some facts to prove your answer.
15. What interests you most in this chapter and why?

CHAPTER XV

THE DECLARATION OF INDEPENDENCE

Problem: *Why did the colonists finally declare themselves independent of Great Britain, and what is the meaning of the Declaration of Independence?*

First Attempts of the Colonists to Unite. — About the time the Puritans made their first settlement in America, the Long Parliament met in England. Not long after this Oliver Cromwell and his followers, largely Puritans, defeated the king's army at Naseby. Charles I was brought before a special court of justice that pronounced sentence of death after condemning the king as "tyrant, traitor, murderer, and public enemy." During such troublesome times as these, England could do little to protect her colonists in America and could do nothing to punish them when they chose not to obey her commands.

The New England Confederation was an attempt on the part of the New England colonies to unite for mutual protection against their common enemies, the French and the Indians. At the time, the colonists called it "a firm and perpetual league of friendship and amity for offense and defense." In 1754, over one hundred years after this confederation was formed, representatives from the New England colonies and from New York, Pennsylvania, and Maryland met to

discuss plans for meeting their still common enemies, the French and the Indians. Benjamin Franklin, who represented the Pennsylvania colony at this convention, drew up a plan for uniting all the colonies and urged its adoption. While the colonists were willing to work together, they were not yet ready to form a definite union and so Franklin's plan was not adopted.

Changes After the Fall of Quebec. — With the fall of Quebec and the signing of the Treaty of Paris in 1763, the power of France was no longer to be feared. Great Britain [1] had gained control of all Canada and had undisputed possession of all of the land east of the Mississippi River.

Previous to this time, the colonists had in general been allowed to exercise all the rights of Englishmen as guaranteed by the documents discussed in the last chapter. They had been allowed rights of self-government greater than the Englishmen living in England enjoyed. They had been permitted to manage the trade and industries of the country much as they saw fit. The king had not interfered with their religious beliefs, and they had been allowed to worship God according to the dictates of their own consciences. All this was true, partly because England was so busy with her own affairs, and partly because England did not wish to weaken in any way the support of her colonies in the New World.

As soon, however, as the menace of the French was removed, the British government turned its attention

[1] The kingdom of Great Britain was formed in 1707 by the union of the kingdoms of England and Scotland.

to the colonies and began to pass measures that would enable it to exercise more complete control over them. The colonists, in the meantime, had gradually gained both in strength and in riches, thus adding to the temptation of the British ruler to turn all this to his own profit. The American Revolution is directly traceable to the violation of the rights and liberties which the colonists as Englishmen had inherited and were justified in claiming.

The Stamp Act Congress. — In 1765 the British Parliament, in which a majority were friends of King George III, passed an act that provided for raising revenue in the colonies by the sale of stamps and stamped paper. This act required the colonists to place stamps purchased from the British government on deeds, marriage licenses, and other documents. It thoroughly aroused the colonists and resulted in the calling of the Stamp Act Congress to protest against the actions of the king and of Parliament. Nine colonies were represented by delegates at this congress, which was held in New York.

As a result of the deliberations, which lasted about two weeks, the delegates made a "Declaration of Rights and Grievances." They declared that the colonists, as subjects of Great Britain, had the same rights as British subjects living in Britain. They stated that they were free from taxes except those to which they had given their consent through their representatives, and that the British Parliament had no right to tax them because they were not represented in that body.

Perhaps the most important thing about this congress was the fact that nine colonies put aside their local jealousies and came together to discuss plans for dealing with matters that seriously affected their common welfare. There was no suggestion of revolution at this meeting. The colonists were simply acting according to rights guaranteed to them as Englishmen.

About this time Benjamin Franklin, who was in London as agent for Pennsylvania and Massachusetts, was called before the House of Commons and questioned. He told the members that before the passage of the Stamp Act the feelings of the colonists had "been the best in the world." He also told them that an army sent to America would find no rebellion there, but it might make one.

The First Continental Congress. — Following the repeal of the Stamp Act, Parliament attempted to tax the colonists by putting a duty or tax on tea, glass, paper, and a few other articles imported into the colonies. The colonists on their part refused to buy any of the articles that were so taxed. Most of the taxes were soon repealed; but that on tea was kept. Matters came to a climax when some of the Massachusetts colonists boarded vessels in Boston harbor and threw their cargoes of tea overboard. In retaliation Parliament at once passed acts intended to punish the colonists. One of these acts closed the port of Boston and so caused much distress, but the other colonies stood by Massachusetts and encouraged the people to resist all acts of oppression.

Committees of correspondence kept the colonies in touch with each other and paved the way for a series of Continental Congresses that were held in Philadelphia. The first of these congresses met September 5, 1774. It was a remarkable gathering of great American leaders who were opposed to any hasty action on the part of the colonists but who were determined to stand up for their rights.

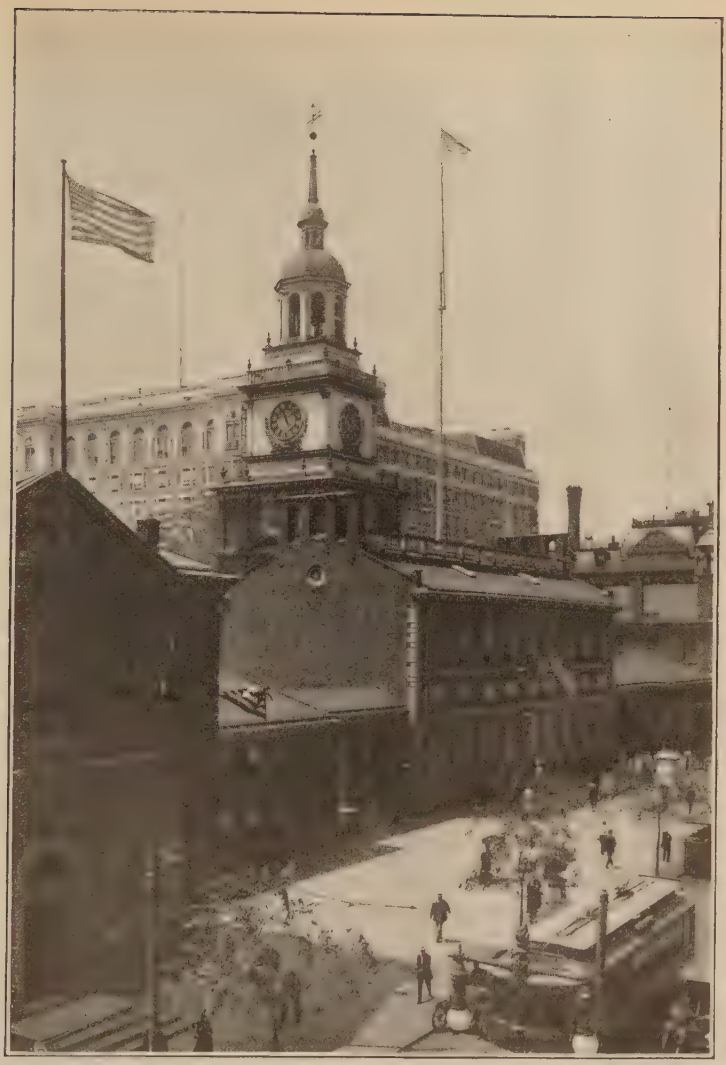
The Final Break. — The king of Great Britain answered the petition of the colonists by sending an army to America, claiming that it was necessary to send soldiers to Boston to compel the people to obey the laws. The colonists had loved England. They thought of it as their old home. They were proud of the strength of the British Empire. Imagine their feelings when they heard that the British government had declared them rebels and had hired thirty thousand German soldiers to come over and make war upon them. It was then quite clear that the king intended to take away the rights guaranteed to them by the great documents of the mother country.

As the colonists began to understand the real situation, the demand for independence grew. In June of 1776, Richard Henry Lee of Virginia introduced the following resolution at one of the meetings of the second Continental Congress. "Resolved: That these United Colonies are and of right ought to be free and independent states; that they are absolved from all allegiance to the British Crown; and that all political connection between them and the state of Great Britain is and ought to be totally dissolved."

A few days later, Thomas Jefferson of Virginia, John Adams of Massachusetts, Benjamin Franklin of Pennsylvania, Roger Sherman of Connecticut, and Philip Livingston of New York were appointed a committee to draw up a statement of grievances and a declaration of the attitude of the colonies. Historians tell us that Jefferson sat down and, without books or notes of any kind, wrote the Declaration of Independence in almost the form in which it was finally passed. The other members of the committee offered a few suggestions as to changes and it was then submitted to the Continental Congress.

There was fierce debate in Congress over the adoption of the resolution introduced by Lee of Virginia; but it was finally carried, July 2. Meanwhile the Declaration of Independence was submitted by the committee and taken up for discussion. After striking out a clause condemning the slave trade, the Continental Congress formally adopted the Declaration of Independence on July 4, 1776. News traveled very slowly in those early days and so you will not be surprised to learn that it was over a month after the Declaration was signed before all the colonies knew what had taken place. It was not until the tenth day of August that word reached Georgia, the last colony to get the news which meant so much to them all.

The first copies contained only the signature of John Hancock, president of the Congress, and Charles Thompson, the secretary. Later the Declaration was signed by the members of the Congress. The Declaration was read at the head of the army and from pulpits



INDEPENDENCE HALL, PHILADELPHIA

The building in which the Continental Congress held its sessions when it adopted the Declaration of Independence; see page 194.

and platforms all over the country. Bonfires were lighted, parades were formed, and speeches were made in honor of this great event which we continue to celebrate every year on Independence Day. This national holiday has been called the birthday of our great nation.

A Study of the Declaration of Independence. — Read the Declaration of Independence, as printed in your American History or elsewhere. The introductory sentence, you will notice, states that a decent respect for the opinions of mankind required that the colonists should declare the causes that impelled them to a separation. The Declaration of Independence may be considered under five heads:

First, a general statement of the basis of the American system of government — a statement with which every boy and girl ought to be familiar and which might well be memorized. This statement begins as follows: "We hold these truths to be self-evident: that all men are created equal; that they are endowed by their Creator with certain unalienable rights; that among these are life, liberty, and the pursuit of happiness. That, to secure these rights, governments are instituted among men, deriving their just powers from the consent of the governed."

Second, the Declaration states in detail a list of grievances that indicates how the king of Great Britain denied to the colonists one right after another. It is interesting to read this part of the document, keeping in mind the rights of Englishmen as guaranteed in the Magna Charta, the Petition of Rights, and the Bill of

Rights which have been explained in the preceding chapter.

Third, the document next proceeds to explain how the colonists had sent petitions to the king only to have them answered by repeated injuries. It tells how they had appealed to the sense of justice in their British brethren, how they had urged them to help their cause because of "the ties of common kindred." Then follows this sentence, "They, too, have been deaf to the voice of justice and of consanguinity."

Fourth, the next paragraph contains the real declaration which says, "We, therefore, the representatives of the United States of America in general Congress assembled, appealing to the Supreme Judge of the world for the rectitude of our intentions, do, in the name and by authority of the good people of these colonies, solemnly publish and declare, That these United Colonies are, and of right ought to be, free and independent States; that they are absolved from all allegiance to the British crown, and that all political connection between them and the state of Great Britain is, and ought to be, totally dissolved."

Fifth, the last sentence expresses a pledge to stand by each other no matter what happens. It reads as follows: "And for the support of this declaration, with a firm reliance on the protection of Divine Providence, we mutually pledge to each other our lives, our fortunes, and our sacred honor."

New Responsibilities. — The Declaration of Independence made us a nation. We were no longer colonies. We had declared ourselves independent states.

While it is true that we had to fight the mother country to gain our independence we should always remember that the colonists were supported in their struggle by many of the best people in England. These supporters felt that those in authority in England at the time were dealing unjustly with the colonists and were not carrying out the great principles of English freedom.

The new nation had some very serious problems to face. It was no longer under the British government. It had to make a government of its own. The same day, therefore, that the committee was appointed to draft the Declaration of Independence, another committee was appointed " to prepare and digest the form of confederation to be entered into between these colonies."

Only by united effort were the liberty-loving colonists able to pass on to us the rights and privileges which we must preserve through a loyal response to the duties and obligations of American citizenship.

For Investigation, Discussion, and Action

1. Why were the English colonies in America so free from interference by the mother country during their early history?

2. What first caused some of the colonies to unite?

3. How did the British victory in the French and Indian War affect the attitude of Great Britain toward her colonies in America?

4. What rights of Englishmen justified the calling of the Stamp Act Congress?

5. What was one very important thing about this congress?

6. What shows that the colonists did not plan a revolution at the time of the Stamp Act Congress?

7. What did Franklin mean when he told the House of Commons that an army sent to America would find no rebellion there but it might make one?

8. Where did the colonists get their idea of making a declaration of rights?

9. What is meant by the "right of self-defense"?

10. Does the king of Great Britain to-day have as much power as he had in 1776?

11. Did King George III represent the true feelings of the English people? Prove your answer.

12. Why was it natural for the people in the colonies to want to remain a part of the British Empire?

13. What finally convinced the colonists that it was no longer of any use to try to get their rights as British subjects?

14. Give five points in the American idea of government as indicated in the second paragraph of the Declaration of Independence.

15. How does this document show that the colonists tried to settle the disputes with the mother country in a peaceable way?

16. What is meant by "the consent of the governed"?

17. Make a list of the rights that the king of Great Britain tried to take away from the colonists.

18. Why did the colonists have to form a new government after the Declaration of Independence was adopted?

CHAPTER XVI

ORIGIN OF THE FEDERAL CONSTITUTION

Problem: *To find out why and how the Constitution of the United States was made, what some of the difficulties in making it were, and how it was finally adopted.*

Jealousy Causes Delay in Forming a New Government. — After the Declaration of Independence was signed, the Continental Congress received the report of the committee that had been appointed to prepare plans for a new government. It was November of the following year, however, before the members were able to agree upon the form of government that should be submitted to the several state governments for their approval.

Even after waiting all this time, delegates from New Jersey, Delaware, and Maryland refused to approve the formal adoption of the plan known as the Articles of Confederation, unless they could have a share in the great tract of unoccupied land known as "The Northwest Territory." They declared that if independence was secured, it would be by the combined efforts of all the states and that, therefore, this territory should become the common property of the Union.

In 1780, New York led the way to a settlement of this serious problem by ceding to the Union all of its claims to lands lying west of its present boundary.

A few months later Virginia followed the example of New York and ceded to the Union her claims to the Northwest Territory. The delegates from Maryland were the last to agree to the Articles of Confederation and so permit their adoption.

It was March 1, 1781, nearly five years after the signing of the Declaration of Independence, when the last delegates formally signed the Articles of Confederation. In the meantime the colonists were obliged to depend upon the revolutionary government of the Continental Congress, which assumed authority as soon as the Declaration of Independence was agreed upon.

Weaknesses of the New Government. — The Articles of Confederation were little more than a written agreement to work together for the purposes of common defense and the adjustment of matters of general welfare. The thirteen states kept the real power in their own hands, purposely preventing a strong central government. No important act could be passed by the Congress unless it had the approval of nine states, and there were no separate executive or judicial departments.

Comparatively little legislative power was given to Congress except in matters that were directly related to carrying on the war. Congress could appropriate and borrow money, and it could tell each state the share that it ought to pay into the public treasury; but Congress could not make the states pay the money. In fact, history tells us that Congress asked the states to give it six million dollars to pay the debts and

expenses of the United States, but it really received only about a million dollars and was fortunate to get that.

As soon as the war with Great Britain was over and the treaty of peace was signed, disputes arose over boundary lines; questions were raised with reference to regulations in the different states concerning commerce, both foreign and domestic; state legislatures began to pass laws for the benefit of the states regardless of the interests of the union of states. It soon became evident that something must be done to

Boundary Monument, Montana

The newer states established under the Constitution have had few boundary disputes, and those few have been promptly and easily settled under national authority. But before 1789 some of the states had disputes that were long contested and even threatened war.

provide a government that should have power to deal with all these questions, a government that could enforce its demands and win the respect and confidence of the people. It was practically impossible to make any changes in the Articles of Confederation because they could be amended only by a general agreement of Congress and the confirmation of the amendment by the legislature of *every* state.

Steps Towards Forming a Stronger Government. — The Virginia legislature issued a call for a convention of delegates from the states to devise some plan for securing better regulations concerning commerce. While this convention failed to accomplish its object, the discussions emphasized the fact that the weakness of the government was generally recognized. A resolution was passed suggesting a convention of delegates from all the states " to devise such further provisions as might appear necessary to render the constitution of the federal government adequate to the exigencies of the Union." As a result of this very formal resolution, Congress finally adopted the suggestion to call a convention and issued a call to the states to send delegates to meet at Philadelphia in May of 1787. All the states sent delegates except Rhode Island.

Organizing the Constitutional Convention. — It will be easier for you to understand some of the difficulties that had to be met in organizing the Constitutional Convention and in transacting the important business that came before it if you have learned how to conduct class business, have served on class committees, and have settled difficult questions of your own.

Fifty-five delegates met in Philadelphia in the same room in which the Declaration of Independence had been signed. They were fortunate in choosing George Washington president of the convention. His experience during the war, as commander in chief of the army, had made him see things from the national rather than from the local point of view. He seemed to belong to all the states rather than to Virginia alone.

Prominent Delegates. — Madison, Hamilton, and Franklin were leading delegates and took an important part in all the work of the convention. Madison not only spoke on every important question, but kept full notes of all that went on during the entire session. These notes have furnished us with invaluable information concerning the proceedings of the convention.

Hamilton had a very clear and convincing way of saying things. It was through his efforts that the document gave the necessary power to the central government.

Franklin, then in his eighty-second year, has been called the peacemaker of the convention. It was Franklin's wit and tact that restored the delegates to good humor when debates became bitter and too personal. He helped the delegates to make wise compromises when it seemed as if the convention would have to give up in despair.

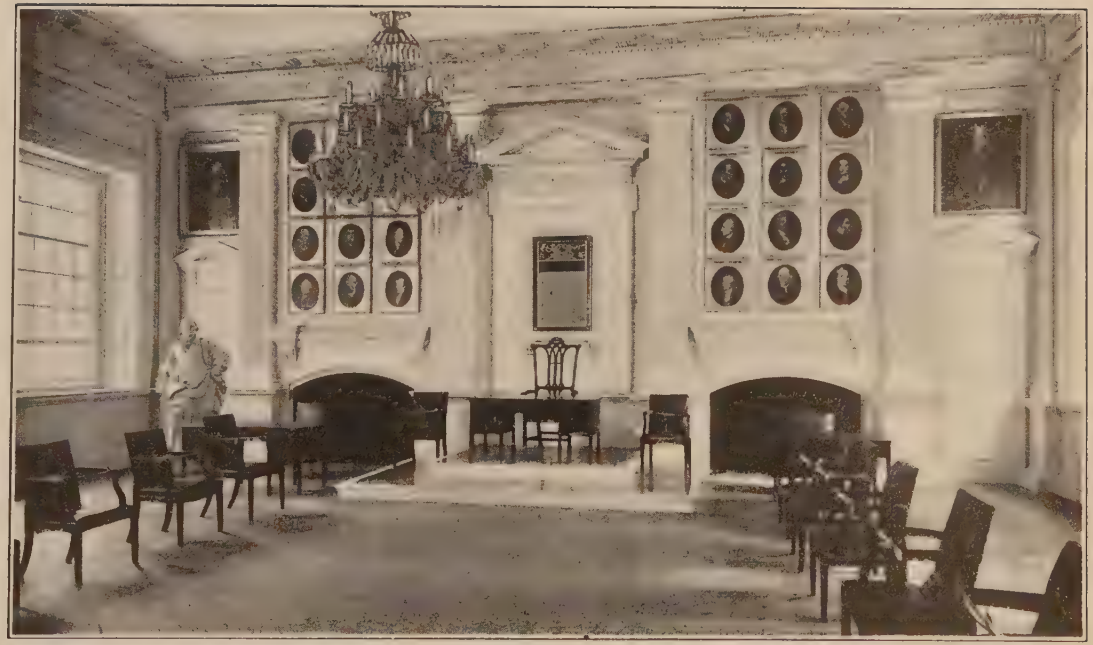
The Convention Decides to Make a New Constitution. — The convention was called for the purpose of amending the weak points of the Articles of Confederation, but it was soon evident that this was impossible as no amendments could be made without

the unanimous consent of all the states. As a result of wise leadership the convention finally decided to work for an entirely new document. This meant a totally different form of government which would have to be submitted to the states for their rejection or approval. In spite of this the leaders believed that a new constitution could be made that would be acceptable to the people and yet provide the kind of government which the country needed.

Two Plans Presented. — When it was decided that a new document was necessary, two plans were presented. One of these was prepared by Madison and was known as the Virginia Plan. This plan provided for a strong central government and was radically different from the Articles of Confederation. Instead of giving all the power to Congress it provided for three distinct branches of government to be known as the executive, the legislative, and the judicial.

Pinckney of South Carolina presented the other plan, which was based upon the former idea of a confederation of states. Under this plan each state was to carry on its own government much like an independent country, only uniting with the other states for the purpose of doing certain things in which they were all interested and which he believed they could do better by acting together. These plans were referred to a committee which reported in favor of the Virginia Plan.

The real difficulty began when the convention proceeded to discuss the different topics in detail and tried to harmonize the bitter feelings and strong convictions of the different groups. It was during these



INDEPENDENCE HALL, THE ROOM IN WHICH THE DECLARATION WAS ADOPTED AND THE CONSTITUTION WAS FRAMED

Here are portraits of the signers, a facsimile of the Declaration, and the original furniture of the room.

discussions that the patience and patriotism of the delegates were often taxed to the breaking point. Because the delegates were willing to consider each other's point of view and to make wise concessions, they finally succeeded in making a Constitution that, with comparatively few amendments, has stood the test of these many years and made possible this great republic of ours.

Difficulties in Getting a Strong Government. — The great problem was to find a way to make the government strong enough to protect the common interests of all the states and yet not so powerful as to take away their desirable independence. Many of the leaders, as we have seen, did not want a strong union. Some opposed it because they were afraid their states might lose something, others simply because they could not understand it. Hamilton had great difficulty in getting New York to accept the new plan, and his success had much to do with the final adoption of the document. After debating for a long time, it was agreed that certain powers should be granted exclusively to the federal government. These powers included the right to make war, to make treaties, to send and receive ambassadors, and to regulate foreign and interstate commerce. Certain other powers that are carefully enumerated in the Constitution were also agreed upon.

Such powers as the power of taxation and borrowing money were to be exercised by both the states and the Union. It was also agreed that there were certain things that the federal government could not do, such

as taxing articles exported from any state, granting titles of nobility, or giving preference to the ports of one state over those in another. There were certain things no states were allowed to do, such as making treaties, coining money, or entering into agreements with another state or with a foreign power.

Necessary Compromises. — The Virginia Plan provided for a legislative body composed of two houses. The representation in both houses was to be in proportion to the population of each state, and the votes of individual members were to be counted in deciding any question. Both in the Continental Congress and in the Congress under the Articles of Confederation, each state had been allowed one vote no matter how many delegates might represent it. Imagine the protest of the small states when this new plan was presented. They looked upon the plan as an attempt to give the control of national affairs to the larger states.

It was the Connecticut Compromise that settled this dispute. The delegates from Connecticut, the colony that had such a liberal charter (page 175), were familiar with a legislature composed of two houses. These delegates proposed a lower house having members elected by the people of each state, the number of members from each state to be in proportion to the population of the state. They also suggested an upper house in which each state should have an equal number of members. This plan gives us a House of Representatives in which the states are represented according to their population and a Senate in which each state is represented by two Senators.

The next great difficulty arose over the method of apportioning the Representatives among the several states. Those who favored slavery and those who opposed it had very different ideas. One group of delegates wanted slaves as well as freemen counted. The other group claimed that as slaves were not allowed any political privileges, this would give greater power to the free voter in a slave state than to his equal in a free state. The delegates from the free states insisted that direct taxes and representation should be apportioned on the same basis. They said that if slaves were counted for the purpose of representation, they must be counted for the purpose of apportioning taxes.

Of course the slave states objected to this. Matters were getting very serious when Madison came forward with a compromise. His plan proposed that in addition to the number of free persons "three fifths of all other persons," meaning the slaves, should be counted for both representation and direct taxation. It is this clause in the Constitution that is said to have made a slave only three fifths of a man.

There was another clash between delegates from free states and from slave states when the former attempted to have the importation of slaves stopped by a provision in the Constitution. This was settled by the compromise stated in the first sentence in Section 9, Article I of the Constitution, which says, "The migration or importation of such persons as any of the states now existing shall think proper to admit shall not be prohibited by the Congress prior to the year 1808." It is interesting to note that the

words slave and slavery do not appear in the Constitution, although the difference of opinion on this question threatened more than once to break up the convention.

Executive and Judicial Departments. — History tells us that there was no subject more carefully discussed, or in regard to which there was more difference of opinion, than the organization of the executive department. In fact, the final details of this department were not decided upon until the last two weeks of the session. In contrast to this, the provisions for a judicial department were decided upon in the early sessions of the convention and were not greatly changed.

The Constitution Finally Adopted. — The sessions of the convention lasted from May until September, when the Constitution was finally agreed upon and submitted to the states for their acceptance or rejection. While the members were signing their names to the Constitution, Franklin rose and pointing to a painting of the sun on the back of the president's chair said, "I have often, during the course of the session, looked at that sun behind the president, without being able to tell whether it was rising or setting; but now, at length, I have the happiness to know it is a rising and not a setting sun."

As soon as the Constitution was published, it started discussion everywhere. Conventions were called in the different states to consider it, and a period of great excitement followed. Delegates to the federal convention which had framed the Constitution were severely

criticized and their motives questioned. Many objections were raised, and arguments were made both for and against the new document.

Hamilton, Madison, and Jay answered many of the objections, thus exerting a powerful influence in favor of ratification. Their replies and arguments were published in a series of papers, called "The Federalist," which are still considered among the most valuable statements concerning the Constitution.

It was provided that if nine or more states accepted the Constitution, it should go into effect with them. In less than a year from the close of the convention, eleven of the thirteen states had ratified, that is, had accepted, the document. The people were finally convinced that the union of states could do many things better than the separate states could possibly do them.

The Constitution a Great Document. — Gladstone, a great British statesman, said, in speaking of the Constitution, "The American Constitution is the most wonderful work ever struck off at any one time by the mind and purpose of man." James Bryce, another British statesman, said, "It ranks above every other written constitution for the intrinsic excellence of its scheme; its adaptation to the circumstances of the people; the simplicity, brevity, and precision of its language; its judicious mixture of definition in principle with elasticity in details." Indeed, the makers of this great document showed unusual judgment in selecting the best features of forms of government with which they were familiar and in adapting them to the needs of a growing republic.

When the people, through their delegates to the conventions held in the several states, adopted the Constitution, a government was established which originated with the people and which rests on no other foundation than their consent. Thus was established a government of the people, by the people, for the people. This government is not perfect any more than the people who made it were perfect.

The people must always continue to take an active, intelligent part in making our government what it ought to be. Government by the people of the United States will always be as good as voting Americans make it. It will be as bad as we allow it to become. It is certain that we cannot do our part intelligently unless we know something about the organization of the government, what it is expected to accomplish, and how its work is done.

A strong central government under the control of the people is the best kind of protection for honest, industrious, liberty-loving men and women.

For Investigation, Discussion, and Action

1. Get a copy of the Old South Leaflet that contains the Articles of Confederation.

2. Give an illustration of the way in which you have known jealousy to delay or prevent some good thing from taking place.

3. Give an illustration of modern revolutionary government and compare it with revolutionary government in America.

4. Why must a government have power to enforce its laws?

5. What do you mean by a great statesman?

6. How do people to-day sometimes seek personal gain at the expense of public good?

7. Make a list of reasons why Washington was the best man to preside over the Constitutional Convention.

8. Make a list of reasons why Franklin was able to act as "peacemaker" in the convention.

9. What do you mean by a conservative? By a radical?

10. Why do not all pupils in your class think alike? Make a list of reasons.

11. Illustrate what is meant by a compromise.

12. Why should we respect the opinion of a person who does not agree with us?

13. Can you respect an opinion without accepting it? Give reasons for your answer.

14. What do you mean by "strong convictions"?

15. Why were some delegates afraid of having a president at the head of the nation?

16. Prove that it is sometimes true that we are really criticizing ourselves when we criticize others.

CHAPTER XVII

THE LAWMAKING DEPARTMENT OF THE NATIONAL GOVERNMENT

Problem: *To find how the lawmaking department is organized, what powers it has, and how laws are made.*

The Preamble to the Constitution. — The first sentence in the Constitution is a rather long one and is called the preamble. Latin students will tell you that this word really means "walking before." The preamble in the Constitution goes before the other paragraphs in order to state the object of the document. In your class constitution perhaps you made separate articles to express the object and the name of your club. The preamble in the Constitution gives both the object and the name. Commit the preamble to memory after studying it carefully in order to understand its meaning; see page 303.

The Lawmaking Body. — Following the preamble, the Constitution begins at once to tell about the organization of the legislative department or Congress. You will remember that one of the first decisions of the Constitutional Convention was to divide the Congress into parts. The plan of having only one body had failed. The delegates were familiar with the British plan of a Parliament composed of the House of Lords and the House of Commons. In fact, most

of the states also had a legislature of two houses. It was, therefore, quite natural that they should separate the lawmaking body of the nation into two parts or houses. Read Sections 1, 2, 3, and 4 of Article I of the Constitution.

In the preceding chapter we learned of the long and bitter struggle that finally resulted in having one body to represent the people directly and another body to represent the state as a whole. Up to the year 1913 Senators were elected by the state legislature in each state, and not by the people of the state as they are now. Compare the first paragraph of Section 3, Article I of the Constitution with the first paragraph of Amendment XVII.

It is quite clear that the framers of the Constitution had another idea in mind concerning these two bodies, namely, that Senators should be older men, of greater learning, broader views, and wider experience, than Representatives. You will see by studying the Constitution that Senators have to be at least five years older than the youngest Representatives before they can be elected. They are given a six-year term of office instead of a two-year term. It is possible under the present plan to change the members of the House of Representatives every two years, but not more than one third of the Senate can be changed in that time.

Apportionment of Representatives. — A census of the entire country is taken every ten years so that Representatives may be properly apportioned to the different states. The first census was taken in 1790.

THE NATIONAL CAPITOL AT NIGHT, ILLUMINATED BY ELECTRIC LIGHTS

In Section 2 of Article I of the Constitution you will find a statement telling how many Representatives were assigned to each state before the first census was taken. After each census is completed, Congress passes an act which tells how many Representatives each state shall have for the next ten years.

Under the Constitution as amended, the Representatives are divided among the states in proportion to their population (excluding Indians not taxed); but each state must have at least one Representative, no matter how small its population is. You can get some idea of the growth of the country when you realize that after the census of 1910 there was one Representative allowed for each 212,000 people, round numbers, in comparison with the one for each 30,000 in the beginning. In spite of this fact the total number of Representatives (for 1913–1923) was 435, whereas in the First Congress it was only 65.

Time and Place of Meeting of Congress. — The First Congress met in the city of New York, but it was soon decided to establish a new capital of the country on the Potomac River. Virginia and Maryland gave enough land to form a "federal district," known as the District of Columbia.

In opposite wings of a beautiful building, called the Capitol, meeting rooms are provided for each house of Congress. These are known as the Senate Chamber and the Hall of Representatives. Congress meets here at least once each year. The regular meetings begin on the first Monday in December.

The meetings of Congress are called sessions. Each

Congress has two sessions. The first is called the "long session"; it begins on the first Monday in December of each odd-numbered year and continues until both the houses are ready to adjourn, usually the next spring or summer. The second is known as the "short session"; it begins on the first Monday in December of each even-numbered year and continues until the following fourth day of March. The President may also call Congress together in special or extra session whenever he thinks the public interest demands it.

A Congress is always referred to by number. You can find this number by subtracting 1789, the year when the First Congress met, from the year when the term of the Representatives of the Congress in question expires, and dividing this difference by two. For example, if the term of the Representatives of a given Congress expired in 1921 you would subtract 1789 from 1921 and divide the difference 132 by 2, which would give 66. This Congress would, therefore, be known as the Sixty-sixth Congress.

Rules and Records. — Read Section 5 of Article I of the Constitution. Each house is the judge of election returns and of the qualifications of its own members. For example, if the result of the election in the thirteenth Congressional district of Ohio is in dispute, the final decision as to which candidate was elected will be made by vote of the House of Representatives. If a member has obtained his election to either house by dishonest methods or is found to be a lawbreaker, he may be refused admission to Con-

gress. Each house may reprimand or expel a member for improper conduct.

A majority of members is necessary for a quorum in either house of Congress. A quorum means the smallest number that can do any business except adjourn from day to day. If a sufficient number are not present, members present may send out and have absent members brought in.

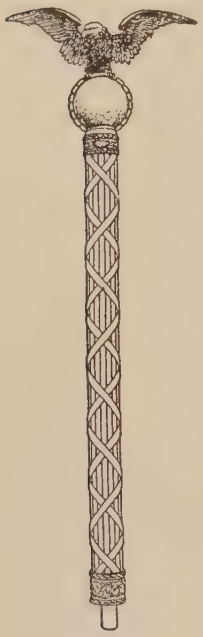
Just as your class secretary keeps a brief record of each meeting, so each house keeps what is known as a journal. Besides this, a complete report of the speeches and proceedings of each house each day is printed in the "Congressional Record," where it may be read by anybody who is interested.

At the beginning of each new Congress, the House of Representatives adopts a set of rules concerning its officers and committees and its methods of doing business. Usually not a great many changes are made from the rules used in the preceding Congress. The rules of the Senate remain the same from Congress to Congress unless the Senate takes special action and votes to change them. Both the House[1] and the Senate have rules that may be applied to limit debate, but this is seldom done in the Senate. The rules of both houses of Congress, of course, must be in harmony with the Constitution, which includes some rules for each house.

Officers of Congress. — Just as your class or your club must have officers, so each house has its officers

[1] The word House, begun with a capital letter, means House of Representatives; begun with a small letter, house means either House or Senate.

and employees who aid materially in carrying on its business. The Vice President is the presiding officer in the Senate. In the House, the members elect a presiding officer known as the Speaker.



The Mace

Other officers in each house are clerk, sergeant-at-arms, chaplain, postmaster, and doorkeeper. The sergeant-at-arms is really the police officer of the house. It is his duty to keep order and to hunt up absent members if so requested. In the House he has charge of the "mace," the symbol of its authority. The appearance of the mace in his hands is generally sufficient to stop any disorder and restore quiet.

Committees. — After the officers have been selected, the committees are appointed. It should be remembered that a very large part of the business transacted in Congress is done through committees, because as small bodies they are able to give careful attention to the bills that are referred to them. Members of committees, because of special training or experience along the particular lines of work referred to them, are also able to give expert advice and to recommend to Congress the course of action that should be followed.

These committees have the right to call on experts to assist them when necessary. In certain cases they

may compel the attendance of witnesses and conduct investigations. When a bill is introduced in either house of Congress, it is referred to the particular committee that has such matters in charge.

The Ways and Means Committee which considers all matters that have to do with raising revenue is the most important committee in the House of Representatives. Tariff bills have usually been named for the chairman of this committee. The honor of being chairman of this particular committee is generally considered to be next to that of being Speaker of the House.

There is a long list of committees, the membership varying, usually, from three to twenty-five. It would be impossible for either house of Congress, as a whole, to consider all the bills that are introduced every session. Even a committee does not consider all the bills referred to it. The members of a committee select the bills which they think best to act upon and ignore the others. In this way good bills as well as bad ones may be "killed." This means that they will not be heard from again because the committee has decided not to take any action concerning them. Upon all bills that the committee decides to consider, it makes a report to the body of which it is a part, saying that it approves or disapproves the bill or that it approves the bill with alterations. While this decision of a committee is not final, the report made is usually accepted.

Special Powers of Each House. — The House of Representatives has power to bring a formal charge

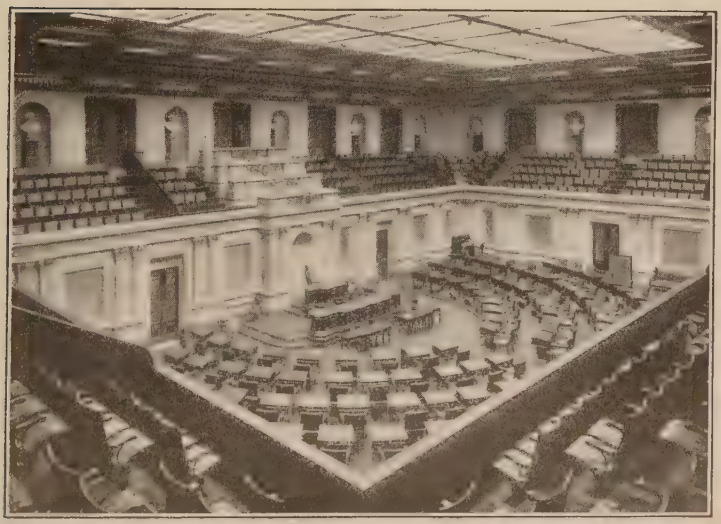
against any federal officer whom it believes to be guilty of such misconduct that he ought to be removed from office. After such impeachment charges have been made, it is the duty of the Senate to conduct the trial of the accused official, who cannot be removed from office unless there is a two-thirds vote against him.

By reading the first paragraph of Section 7, Article I of the Constitution, you will see that all bills for raising revenue to carry on the government must originate, that is, must be proposed first, in the House of Representatives, as this body is supposed to represent the people more directly and more fully. Appointments to office made by the President must have the approval of the Senate as stated in Section 2 of Article II of the Constitution, which also tells us that treaties made under the direction of the President are not effective unless agreed to by a two-thirds vote of the Senate. It is clear that the men who made the Constitution intended to give the Senate an important part in determining what our foreign policy should be.

How a Bill Becomes a Law. — A bill may be introduced by any member of either house, except that as stated above no bill for raising revenue may be introduced by a Senator. A member introduces a bill by presenting it to the clerk duly indorsed with its title and the name of the member introducing it. When the bill is reached in the regular order of business it is given the required reading or readings according to the rules of the house in which it is presented, and then it is referred to the proper

CONGRESS HALL, PHILADELPHIA

The room occupied by the Senate, 1791–1801.



SENATE CHAMBER IN THE CAPITOL AT WASHINGTON

The Hall of Representatives in the Capitol is shown on page 161.

committee. If the committee returns the bill with a favorable report, it will be discussed, perhaps amended, and after a third reading will be ready for a final vote.

If the majority of members present vote for the bill, it is said to pass that house, and it is then sent to the other house, where it passes through a similar procedure. If the bill is amended in the second house, it must go back to the first house for its agreement. When a bill has been passed by both houses in the same form it is sent to the President. Read the second and third paragraphs of Section 7, Article I of the Constitution.

After being sent to the President, there are three ways in which it may become a law. First, if the President approves the bill he signs it, and it becomes a law. Second, if the President objects to the bill, he will usually veto it, that is, he will refuse to sign it and will return it with his objections to the house where it originated. If, after reconsideration, this house approves the bill by a two-thirds vote, it is sent to the other house and if approved by a two-thirds vote in that house the bill becomes a law. Third, if the President keeps the bill ten days, Sundays excepted, it becomes a law at the end of that time just as if he had signed it, unless Congress adjourns in the meantime and so prevents its return; in that case the bill does not become a law.

Powers of Congress. — In the early days of our government under the Constitution, the people were very much afraid that the central government would

be given too much power. For this reason an amendment was added to the Constitution which states very definitely that " The powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people." In considering any national legislation the question often arises, " Is it constitutional? "

From the beginning there have been two distinct groups of interpreters of the Constitution. One group has argued in favor of limiting the powers of Congress to what they considered the exact wording of the Constitution, and the other has argued that the Constitution granted not only the powers expressly stated but all others that could be reasonably made to come within the meaning of the formal statement. Read Sections 8, 9, and 10 of Article I very carefully and then form your own opinion about this matter. Section 8 tells what Congress may do, Section 9 what it may not do, and Section 10 what the states may not do. Read also Amendments I, II, III, X, XIII, XIV, XV, XVI, and XVIII in order to see how the powers of Congress and of the states have been modified.

At the very end of Section 8 of Article I there is an interesting clause which says that Congress may " make all laws which shall be necessary and proper for carrying into execution the foregoing powers and all other powers vested by this Constitution in the government of the United States or in any department or officer thereof." This is known as the elastic clause. People who feared a strong central government have accused

their political enemies of "stretching this clause until it cracked." This clause, however, has made it possible to do many things that have proved of the greatest value to the government and have secured benefits for the entire country.

Laws are made for the good of the people, and the people must understand our government and how it is carried on if they are to follow their representatives intelligently.

FOR INVESTIGATION, DISCUSSION, AND ACTION

1. Repeat the preamble of the Constitution.
2. Why do you think the Constitution provides that members of Congress must be citizens for a given number of years before they can be elected?
3. What is the advantage of having a shorter term of office for a Representative than for a Senator?
4. How many Representatives in Congress are there from your state? How many Senators? Who are they?
5. Give reasons why the people of each state ought to know who represents them in Congress.
6. When was the last census taken?
7. How many Representatives would there be in Congress if we still had one for every 30,000?
8. What is meant by a short session of Congress? By an extra session?
9. Do you remember any extra session of Congress? If so, why was it called?
10. How can you determine the number of the present Congress? What is the number?
11. Write to your Representative in Congress and get a copy of the "Congressional Record" for use in your class.
12. How did the McKinley tariff bill get its name?
13. What is meant by "killing" a bill in committee?

14. State very clearly each of the three ways a bill may become a law after it reaches the President.

15. Make a list of the powers of Congress. Tell which power was used in a law passed by Congress to regulate the speed of automobiles in the streets of Washington, D. C. Which power was used in a law forbidding the transportation of lottery tickets from one state to another?

16. If Congress is in session, collect clippings that tell some of the important things that are being done.

17. What are some of the questions under discussion in Congress as indicated by current topics?

18. What are the newspapers saying about Senators and Representatives from your state?

CHAPTER XVIII

GETTING MONEY TO CARRY ON THE NATIONAL GOVERNMENT

Problem: *To find out how and where the national government gets the money to pay its expenses.*

A Queer Idea. — A pupil in one of the public schools was asked where the government gets the money to pay the President's salary or to pay the judges of the Supreme Court, or to buy clothes and other supplies for the soldiers and sailors. "At the United States Mint" was the prompt reply. "How does the mint get the silver and gold to make into money?" was the next question. The confident reply that followed was, "Up in Alaska and out in California." Many people have ideas as queer and incorrect as this pupil's about the ability of the government to get money when in need of it.

It is true there is much gold in both California and Alaska. This gold, however, is the property of the men who own and operate the mines. These men may send their gold to the mint and at slight expense have it made into coins. But the coins, or an equal amount of money, will belong to the owner.

The way the government gets money is through taxes, or by borrowing. The government may also buy silver or nickel or copper and make it into coins,

PAPER MONEY IN THE MAKING, AT THE BUREAU OF ENGRAVING AND PRINTING, WASHINGTON, D. C.

These machines trim the edges of bank notes after they are printed.

or it may print paper notes that are called money; but in order to make such money good, the government must be able to redeem it in gold.

One of our First National Problems. — Washington was very wise in selecting Alexander Hamilton for the first Secretary of the Treasury. In a preceding chapter you have read about Hamilton's services as an influential member of the Constitutional Convention and his successful efforts in bringing about the final adoption of the Constitution.

Hamilton found both national government and state governments heavily in debt. He knew that

we could neither gain the respect of other nations nor grow to be a really great nation ourselves until we found some way of paying back the money we owed to other people. In his recommendations to Congress, he proved to be a financial genius, that is, a man who has unusual ability to make practical plans for raising and spending money to the best advantage.

Indirect Taxes. — The United States, like towns, cities, counties, and states, had to have some way of getting money to pay its expenses, as well as its debts. As the national government seemed farther away from the people, especially in the early days of our history, Hamilton thought it would be wise to raise as large a part of this money as possible by means of what is called indirect taxes. His plan proved a wise one, and for more than a hundred years, in times of peace, the government at Washington obtained most of the money needed in this way.

Many of the articles which come from foreign countries are taxed. You have read in the newspapers about people who have been arrested for trying to bring articles into the country without paying the tariff tax, or duty, as it is called. You will find many articles from foreign countries on sale in our stores. Who pays the tax?

Government officials are stationed at all ports of entry into the United States. It is their duty to see that no taxable articles get into the country until the tax is paid. Customhouses are located at these places, goods are inspected by customs officers, and the tax is collected from the importer.

INSPECTION BY CUSTOMS OFFICERS

Notice the box of cigars one officer has found. All dutiable goods are supposed to be declared or listed by the sender or the person bringing them in. On smuggled articles discovered by the inspectors, fines as well as the regular duties are collected.

The merchant who buys goods from abroad must pay the tax before he can get his goods into this country. This, however, is not the end of the story. Before the merchant places the goods upon his counter for sale, he adds enough to the price of each article to cover the tax that he had to pay at the customhouse. Every person, therefore, who buys one of these articles is paying the tax, although he may not realize it. The customers pay the tax to the merchant and the merchant pays the tax to the government; so it is called an indirect tax. In one way or another most people pay taxes to the national government at Washington and think nothing about it. It is easy to see why Hamilton's plan proved so successful.

Taxes on goods produced within the country are known as internal revenue taxes. The tax on the manufacture and sale of tobacco is an example of this kind of tax. You have probably seen the stamps on cigar boxes and may have wondered why they were there. The manufacturer of cigars buys these internal revenue stamps from the government and so pays the tax. When he sells cigars to a dealer he charges enough to cover both the cost of the cigars and the tax. The dealer in his turn charges each customer a proportionate part of the price he has paid and adds his profit. So, after all, the individual who buys the cigars really pays the tax.

Direct Taxes. — In 1913, the sixteenth amendment of the Constitution became effective. This amendment gives Congress full power to levy a direct tax on incomes of corporations and of private individuals. In carrying out this amendment our representatives in Congress have tried to make a law that would be as fair as possible to all concerned. Small incomes have been exempted, that is, they are not taxed under this law. Persons who have large fortunes are taxed at a higher rate than those who are only moderately well-to-do. Income taxes were greatly increased as a result of the World War, when the national government was obliged to spend nearly as much in two years as it had spent since the beginning of our history.

In times of emergency many kinds of special taxes have to be planned. Postage on letters may be increased and taxes may be laid on all kinds of luxuries. Every one is asked to contribute in some way.

Borrowing Money. — The ordinary taxes provided for by the national government furnish sufficient funds in time of peace and usual prosperity. In time of war or when some special emergency arises, it is necessary to borrow money. The Constitution very wisely makes this possible. In speaking of this important provision, Chief Justice Marshall said, "No power has been conferred by the American people on the government, the free exercise of which more deeply affects every member of our republic."

It is easy to see that a great increase in taxes cannot be secured quickly enough to meet emergencies. It is also only just that the expenses of a great war or of a permanent improvement should be distributed over a long period of time because future generations

Clipping Coupons from United States Liberty Bonds

For money borrowed, the government gives bonds, to which may be attached coupons that call for the payment of interest at stated times. Every six months one coupon on a Liberty Bond may be redeemed by presenting it at any bank. When do you clip your next Liberty Bond coupon?

as well as the people living at the time share in the benefit. The money thus borrowed is paid back by taxation which extends over a period of years.

During the World War boys and girls learned what this means, for they had a real share in buying and in helping the government to sell Liberty Bonds and War Savings Stamps. The government must lay aside funds each year so that when these bonds are due it will be able to pay back the amount it borrowed. In the meantime the government must raise funds to pay interest that comes due on each issue of the bonds every six months.

Better Business Methods. — The finances of the federal government are not always so wisely managed as when Hamilton was Secretary of the Treasury. Too often, Representatives and Senators try to get as much money as possible for their particular districts or states.

Congressmen bargain among themselves. In return for a vote for his own scheme a member will promise to vote for a public improvement which another member desires. This practice, which is called log-rolling, has undoubtedly resulted in wasting millions of dollars of public money.

We are coming to realize that there should be a careful adjustment between money spent and money received. Proposals are being made for the introduction of a budget system that will compel a more careful planning of federal expenditures than we have ever had, and that will check the unbusinesslike plan of log-rolling. No real reform will be possible, however,

until voters realize that a congressman is not an agent whose chief business it is to get money from the public treasury or to find positions for his friends.

No matter how vast the resources of a country, how extensive its boundaries, or how patriotic its citizens, some definite way of compelling the use of resources necessary for the support of the government must be provided.

For Investigation, Discussion, and Action

1. Can the government make money?
2. Examine a dollar bill and tell what you think it really is and why it has any value.
3. Why cannot the government get gold and silver without paying for it?
4. After looking the matter up in your history describe Hamilton's plan in full.
5. Go to a merchant in your town and get a list of things he has for sale on which he pays a government tax.
6. Explain the meaning of "indirect tax."
7. Get copies of the federal income tax blanks and make a list of the different kinds of income.
8. Have you ever paid any government tax? If so, what?
9. Why is it sometimes necessary for the government to borrow money?
10. What is a Liberty Bond?
11. Why does buying Thrift Stamps benefit the country?
12. Collect items from the newspapers which tell about government taxes or how government money is used.
13. Has any government money been spent in your community? If so, for what?
14. Why is paying taxes an important part of a citizen's duty?

CHAPTER XIX

THE CHIEF EXECUTIVE OF THE COUNTRY AND HIS DUTIES

Problem: *To discover why we have a chief executive, how he is chosen, and what he is expected to do.*

A Chief Executive. — The organization of an executive department was one of the subjects that aroused much discussion at the Constitutional Convention. The delegates realized that failure to provide some plan for carrying out the decisions of Congress was one of the great defects of the Articles of Confederation. They were also very much afraid, however, that the person elected as chief executive might attempt to exercise too much power and so become like the kings under whose rule they had been so unjustly treated.

Some of the delegates proposed a plan providing for three persons having equal powers. Objections to this plan were so numerous that it was finally decided to make one man responsible for the executive department and call him "President of the United States of America." Read Article II of the Constitution.

The Constitution provides that the President shall hold his office during the term of four years. It was decided to allow the chief executive to serve only a comparatively short term so he could not do much harm even if the people made a mistake and chose the wrong man.

A President is not elected for a second four years unless the people have great confidence in him and believe that he is the best leader for the time. No President has ever served more than two terms. There is no provision in the Constitution that forbids a third term, but the people of the country continue to feel that Washington and Jefferson set an example in this matter that ought to be followed.

The President as a Leader. — Our Presidents are leaders, not simply rulers. Their great task is to represent the nation and to suggest the best ways of meeting the particular problems of the time. A President cannot make laws but he can suggest to Congress laws that should be made. As we have learned in a previous chapter he can also veto bills that he thinks are harmful to the country or unnecessary.

If the President is the right kind of leader he will know what is going on in the world and will be informed with regard to the needs of the different parts of the country. Every year when Congress meets in December, the President is required to prepare a message. In this message he tells what has been accomplished in the country in the preceding year, calls attention to things that ought to be done, and gives his views in regard to necessary legislation. Whenever a particular need makes it necessary, the President sends a special message to Congress giving desirable information and urging definite action which he believes will be for the best good of the country. Read Section 3 in Article II.

The President's Assistants. — The task of managing the affairs of the nation is so great that the President

A Cabinet Meeting in 1921;

must have helpers, known as secretaries. These secretaries are members of a group of assistants called the Cabinet. Each of these secretaries is in charge of a department of the government, and it is his duty to keep the President informed on all important matters in his particular department.

The men who are chosen by the President are usually men of special executive ability. They belong to the same political party as the President. They are like assistant managers in a great business. It is their duty to assist in the work of carrying on the government of this great nation.

The President can remove members of his Cabinet whenever he thinks best without asking any one's consent. A Cabinet member usually resigns when he knows that the President does not want him. A detailed statement of the organization and work of the departments will be found in the following chapter.

The President has other assistants whose duty it is to represent him in foreign countries. They are called ambassadors and ministers. Through the Secretary of State, these assistants keep the President informed about things that are going on in all parts of the world. This helps the United States to understand other countries and to be able to coöperate with them in matters of general welfare. These assistants, as stated in Section 2 of Article II, are appointed by the President "with the advice and consent of the Senate." There are a great many other federal officers appointed by the President in the same way. In fact, the appointment of many officers is one of the most difficult tasks that a

new President has to undertake as soon as he is inaugurated.

The civil service law passed in 1883 has relieved the President of a great deal of this responsibility. Thousands of government employees are now under civil service rules, and are appointed because of their standing in examinations given by the government. In spite of this change, the President is obliged to give a great deal of time to the matter of making appointments. He must not only select a good man for each position, but he must also keep the members of his party in the various parts of the country satisfied if possible. He has a great many things to consider and is often unjustly criticized by those who do not happen to agree with him.

Other Duties of the President. — Whenever it is necessary to use the soldiers of the United States to enforce the laws or to protect the country in any way, it is the duty of the President, as commander in chief of the army and navy, to direct the movements of these forces. He does this largely through his assistants, the Secretary of War and the Secretary of the Navy.

Besides enforcing the laws, the President has many other powers. One of them is the power to pardon persons who have been judged guilty of committing crimes against the United States. For example, a person found guilty of counterfeiting money, or of stealing mail, or of smuggling goods into the country without paying the duty may apply to the President for a pardon. The President will then request some of his assistants to look up the case in order to see

whether the applicant deserves consideration. After getting full information, the President will decide whether the offender should be pardoned, or his sentence made less severe, or the case remain unchanged.

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PRESIDENT ROOSEVELT AT HIS DESK IN THE WHITE HOUSE

To the President's desk come many hundreds of documents for his signature: pardons for criminals, appointments of officers, proposed acts of Congress, treaties with other nations.

If Congress adjourns without taking proper action on some matter of great importance to the country or if a crisis arises when Congress is not in session, it is the duty of the President to call a special session and request the members to consider the matter.

The President may make treaties with foreign countries, but these treaties do not go into effect until they are approved by a two-thirds vote of the Senate. The Senate may accept, amend, or reject treaties submitted to it by the President. If the Senate amends

a treaty, it does not go into effect unless accepted by the President and by the country that is the other party to the treaty. The President receives ministers from foreign countries and has the right to recognize or refuse to recognize a foreign government according to his best judgment.

Choosing Electors to Elect the President. — The delegates to the Constitutional Convention evidently feared that it might be unwise to arouse popular feeling over the election of a President by leaving this matter to the voters of the entire country to decide. They therefore provided for the selection of a special body which is known as the presidential electoral college. It was their idea that the men elected to this body would discuss the merits of different statesmen and after careful deliberation decide upon the man best fitted to be President of the United States.

Section 1 of Article II of the Constitution says, "Each state shall appoint, in such manner as the legislature thereof may direct, a number of electors, equal to the whole number of Senators and Representatives to which the state may be entitled in the Congress." It is interesting to know that at first many of the state legislatures chose the presidential electors without referring the matter to the voters of the state at all. After a time every state adopted the plan of having the names of candidates for presidential electors placed on a general ticket, thus allowing all the voters in the state a share in the selection of these electors.

Each of the political parties in the state now selects a complete list of electors for that state. Each voter

in the state usually votes for the entire list prepared by his particular party. Thus the party polling the largest number of votes in the state nearly always gets all the electors for that state. Since the election of the second President, when party lines were clearly drawn, the electors have, with few exceptions, cast their ballots for the persons who were the recognized candidates of the political party that elected them. Thus the original idea of the framers of the Constitution has been entirely changed.

Electors are elected in November on the first Tuesday after the first Monday of each year divisible by four. These electors meet in their respective states at the state capital on the second Monday in January following their election and formally cast their votes for President and Vice President. One record of the result is mailed and another is sent by special messenger to the president of the Senate. A third record is deposited with the district judge of the federal district where the meeting is held.

The counting of the electoral votes at Washington occurs on the second Wednesday in February following the election. The president of the Senate opens the ballots from the several states in the presence of the Senators and the Representatives, who meet for the purpose in joint session. The candidate for President having a majority of votes is then declared elected.

In case no candidate receives a majority of the electoral votes cast for President, the House of Representatives chooses the President in the manner stated in the twelfth amendment to the Constitution. If no

candidate for Vice President receives a majority of the electoral votes, the Senate chooses the Vice President as directed in the Constitution. Read the whole of the twelfth amendment carefully. It is interesting to know that only "a natural born citizen" can be selected for either the office of President or Vice President. Read what Section 1 of Article II has to say about this.

Inaugurating the President. — By vote of the Congress of the Confederation the first Wednesday in March, 1789, was selected as the day for beginning the government under the Constitution. This day fell on the fourth of March, which has since been the date for inaugurating the President.

In the presence of large crowds of people, the oath provided for in the Constitution is administered by the Chief Justice of the Supreme Court of the United States. This ceremony takes place at the Capitol in Washington. After delivering an address, the President goes to the White House, where he usually reviews the military and civic organizations taking part in the inaugural procession.

The Vice President. — The Vice President presides over the Senate but is really chosen for the purpose of having another officer ready in case the President dies or is unable to act as the chief executive. By an act of Congress which took effect in 1886, some member of the President's Cabinet succeeds to the presidency in case of death, resignation, or inability to serve, of both the President and the Vice President. The Secretary of State comes first according to this act, which

INAUGURAL ADDRESS OF PRESIDENT CLEVELAND

names seven members of the Cabinet in the order in which they would succeed to the presidency.

The President, elected by the people, holds the highest office in our government; and it is his duty, by wise leadership and faithful service, to preserve, protect, and defend the Constitution.

FOR INVESTIGATION, DISCUSSION, AND ACTION

1. What is meant by the statement that a person has executive ability?
2. Why did some of the delegates to the Constitutional Convention object to a strong executive department?
3. Make a list of the ways in which the Constitution limits the power of the President of the United States.
4. What Presidents have been great leaders? Prove your statement by giving the facts in each case.
5. Can the President make a law? If not, what can he do about our laws?
6. Get the last message of the President to Congress and make a list of the important points discussed.
7. Who are the members of the President's Cabinet now? Collect newspaper clippings about them.
8. What is meant by a civil service position? Are there any in your community?
9. How are treaties made? What was the last important treaty considered by the Senate and what was the result?
10. Why did the President call the last extra session of Congress?
11. Make a list of the states and how their presidential electors voted in the last election.
12. Explain what is meant by a "majority of the electoral votes."
13. Read the inaugural address of the President now in office.
14. Give quotations from Lincoln's inaugural addresses.

CHAPTER XX

THE NATIONAL ADMINISTRATIVE DEPARTMENTS

Problem: *To find out who the President's assistants are and how they help him in carrying on the government.*

Origin of the Cabinet. — If you will turn to Section 2 of Article II of the Constitution you will find that it says the President " may require the opinion, in writing, of the principal officer in each of the executive departments, upon any subject relating to the duties of their respective offices." This reference to the heads of departments is all the Constitution has to say about the advisory body which has come to be known as the Cabinet.

In the Constitutional Convention the delegates considered the matter of establishing a Cabinet. They finally decided not to make any provision for it in the Constitution for fear that it might lessen the responsibility of the President to the people.

Washington consulted the heads of executive departments separately whenever he had matters of importance which he wished to talk over with them. It was not long, however, before the custom of holding Cabinet meetings was established. The members of the Cabinet are heads of executive departments, appointed by the President with the approval of the Senate.

Executive Departments. — The various executive departments in our government have been created and their duties defined by acts of Congress. During Washington's administration there were only three heads of executive departments: the Secretary of State, the Secretary of the Treasury, and the Secretary of War. Washington's Cabinet consisted of these three and the Attorney-General. The Attorney-General, although always a member of the Cabinet, was not made the head of a fully organized department until the year 1870.

In 1798, a Secretary of the Navy was added. It was not until 1829 that the Post-Office Department was considered important enough to give the Postmaster-General a place in the Cabinet. Twenty years later the Secretary of the Interior was added to the list of Cabinet members. There were no more additions until long after the Civil War. In 1889, the Secretary of Agriculture took his place in the Cabinet. In 1903 another department was added, and ten years later was divided into two departments, thus adding to the Cabinet the Secretary of Commerce and the Secretary of Labor.

Some members of the Cabinet have authority over many thousands of subordinate officials. This is the case in the Post-Office Department, which touches the life of most citizens more directly than any other branch of the national government.

Cabinet Meetings. — Each member of the Cabinet is responsible to the President, who may remove him whenever he desires to do so. On the other hand, both

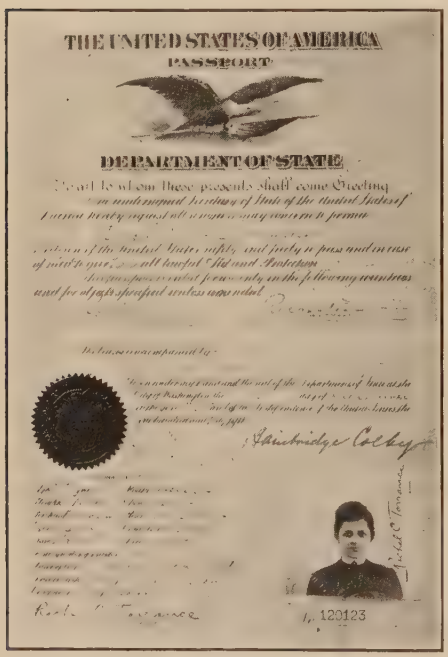
as individuals and as a group, the members of the Cabinet act as advisers to the President. Regular meetings of the Cabinet are usually held at a stated hour twice each week. Special meetings are called whenever the President wishes them. At these meetings the members express their opinions on questions of public policy and give such information regarding their particular departments as the President may desire. The President is free to accept or reject the recommendations of his Cabinet. If a Cabinet member finds that he cannot agree with the President on matters that are of great importance, he usually resigns.

The State Department. — The Secretary of State is considered the leading member of the Cabinet. In Cabinet meetings he occupies the seat of honor at the right of the President.

The Department of State has charge of the relations of this country with foreign countries, deals with foreign ministers to this country, and supervises our own representatives in foreign lands. Our representatives in leading countries, such as Great Britain and France, are called ambassadors. Those sent to some smaller nations are known as ministers. In foreign cities of importance, we are represented also by men called consuls. It is the duty of these men to look after the business interests of our citizens abroad, to further American commerce, and to make reports to America concerning new inventions or important scientific discoveries.

When the President desires to communicate with the governor of any state he does so through the State

Department. If a citizen is going to travel in a foreign country, he applies to the Secretary of State for a passport, which serves to identify him and to obtain for him the protection and the rights to which he is entitled as a citizen of the United States.


THE UNITED STATES OF AMERICA
PASSPORT
DEPARTMENT OF STATE

A Passport

The Department of State keeps the originals of all laws and treaties, and has copies of them published as required by law. The Secretary of State has charge of the great seal of the United States which is stamped on all documents signed by the President. Constitutional amendments proposed by Congress are submitted to the several states by the Secretary of State, who likewise, by official proclamation, announces the ratification of amendments.

The Treasury Department. — During the World War, the people of this country heard a great deal about the Secretary of the Treasury, because billions of dollars

had to be raised to pay the bills. Thrift Stamps and Liberty Bonds were eagerly purchased by young and old so that the United States could have money enough to carry on the war. The people responded so loyally to the appeals of the Treasury Department that the United States was able to meet the enormous expenses of the war and loan money to the Allies besides.

The Treasury Department collects all tariff duties at the ports where foreign goods enter our country. To prevent people from disobeying the tariff laws this department has numerous customs officials. The Treasury Department also collects internal revenue and income taxes. In this way, the department gets money to meet the regular expenses of running the government and to pay the national debt. This department also has control of many men employed to enforce the prohibition law.

When you go to Washington, you will surely want to visit the Bureau of Engraving and Printing which is managed by the Treasury Department. Trained guides will take you through the building and let you see how our paper money is printed (page 217) and how postage stamps and revenue stamps are made. Great care is taken to make all these things so that they cannot be easily counterfeited. Every bill and every stamp must be accounted for by the workers, and careful records are kept by the government.

The Director of the Mint is an official belonging to the Treasury Department. He has charge of the coining of money. This is done in the United States mints which are located in Philadelphia, Denver, and San Francisco.

LIFE-SAVING BOAT AND CREW

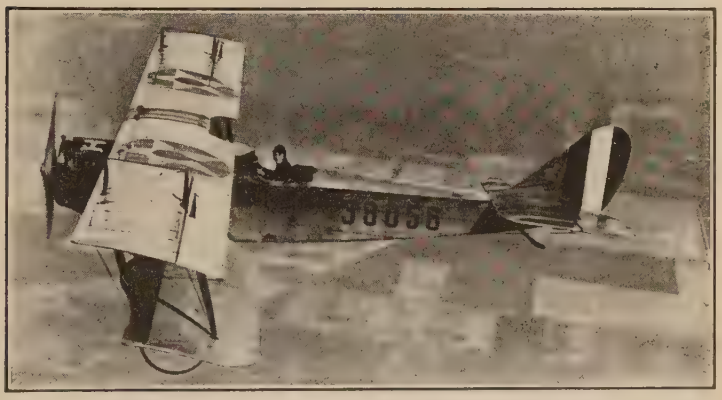
These boats rush to the assistance of vessels in distress near the coast; also they destroy or remove wrecks or other floating dangers to navigation.

The Treasury Department has supervision over the national banks of the country, the Federal Reserve banks, and the Farm Loan banks. The Comptroller of the Currency may call for reports from these banks at any time in order to find out just how their accounts stand. He also sends men known as Bank Examiners to these banks to see that all the books are properly kept and all records are correct.

This department also has charge of the Coast Guard, which has stations along the coasts to watch for wrecked ships. The life-savers in this service have rescued thousands of persons and saved millions of dollars' worth of property. The Coast Guard also has a number of small vessels known as "revenue cutters." These

vessels patrol our coasts and look for people who might otherwise attempt to bring goods into the country without paying the duty on them. In time of war, or when the President so directs, the Coast Guard operates as a part of the navy.

The Bureau of War Risk Insurance comes under the Treasury Department. Its duty is to take charge of the important business of properly caring for the thousands of insurance policies issued by the federal government to men who served in the World War.



An American Airplane in Flight over France in 1918

The War Department. — Although the President is commander in chief of the army and navy, he is never burdened with the details of these departments of government service. The Secretary of War must see that Congress is asked for the necessary appropriations for the upkeep of the army. Through his assistants he must attend to the purchase of supplies for the army and provide transportation for men and equipment.

West Point as Seen from an Airplane

The long building on the bank of the river in the foreground is the riding hall. In the background beyond the barracks is the parade ground. The view of the Hudson from this point is very picturesque.

The Military Academy at West Point, where young men are trained to become officers in the army, is under the direction of the War Department. In 1917 the War Department also established special training camps. Only in this way, and after a delay of many precious months, was it possible to meet the demand for officers during the World War.

The Department of Justice. — As in the city and in the state, so in the nation, there is an official whose duty it is to give legal advice. In the national government the Attorney-General is the legal adviser of the President and the heads of departments. He is expected to give legal opinions upon questions submitted by them. He directs the work of the United States district attorneys, advises the President in pardon cases, and may appear before the United States Supreme Court and other federal courts in cases in which the United States is a party or is interested. He has a number of assistants who help him carry on the work of the Department of Justice, of which he is the head.

The Post-Office Department. — This branch of the national government is familiar to all of us. The mail carrier and the postmaster belong to this department, which is headed by the Postmaster-General. The Postmaster-General has assistants who take charge of the transportation of the mails, attend to the distribution of stamps, and direct the postal inspectors who visit post offices in all parts of the country in order to be sure that this important part of the work of the government is properly done.

Matter sent through the mails is divided into four

different classes. All written matter and all matter that is sealed so that it cannot be easily examined belongs to the first class. The highest rate of postage is charged on all such matter. Newspapers, magazines, and other periodicals belong in what is known as second class matter. Photographs, sheet-music, circulars, and certain other printed matter come in the third class. The fourth class includes, in general, all mailable matter not included in any of the other classes.

Transferring Mail from Truck to Railroad Train

In the beginning, the government did not attempt to do more than to carry letters and papers from one post office to another. To-day, you can register a letter or package and so have its safe delivery insured. By paying ten cents extra for special delivery, you can have a letter or package delivered as soon as it arrives at its destination instead of waiting for the regular delivery.

By means of money orders, both foreign and domestic, money may be sent to other countries as well as to any part of our own country. Furthermore, the postal savings plan makes it possible for people to deposit money at the post office and receive a low rate of interest on the money so deposited.

Rural free delivery and parcel post, about which you have already learned (pages 149, 150), are under the Post-Office Department. These additions have greatly increased the usefulness of this department, have added much to the advantages of life in the country, and have proved an aid in reducing the cost of living.

The United States now has postal treaties with many foreign countries. The Postal Union has made possible the reasonable rates at which foreign mail is carried. It has thus encouraged correspondence between citizens of different countries.

Most of the employees in the Post-Office Department are now under civil service rules, and are appointed from lists containing the names of those who have passed government examinations. This gives us much better service than the old plan of changing the workers every time a different political party came into power.

The Navy Department. — Our wars have made us realize the great importance of a strong navy. New inventions and important improvements in naval construction have followed each other so rapidly in the last few years that it now costs a great deal of money to build and equip warships.

The navy must have trained men who understand how to use all these inventions most effectively. The

NAVAL ACADEMY AT ANNAPOLIS AS SEEN FROM AN AIRPLANE

The buildings here shown have all been constructed since 1898, making this the finest naval institution of learning in the world. During the course of training midshipmen take a summer cruise on a modern warship.

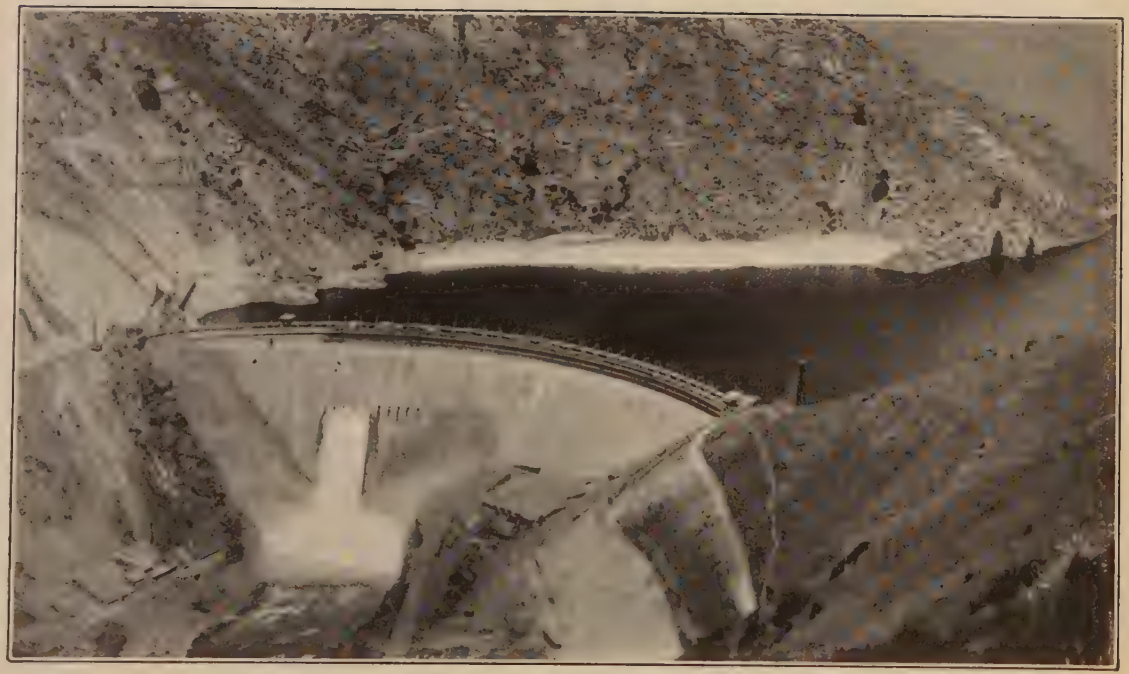
Naval Academy at Annapolis, Maryland, does for the navy what West Point accomplishes for the army.

The Secretary of the Navy, at the head of this department, has the same general duties and bears the same relation to the naval forces of the United States that the Secretary of War does to the land forces.

The Department of the Interior. — Until late in the nineteenth century the resources of this country were considered inexhaustible. Some of them, such as our forests, were considered an obstruction to the country's development. Any man might have 160 acres of government land if he was willing to live on it for five years. Efforts to conserve, that is, to take proper care of our resources, are the direct result of the work of scientists who have become alarmed at the rapid destruction of our forests and the depletion of the general supply of our natural resources. Our resources have not only greatly diminished, but they have passed largely from the ownership of the government to individuals and corporations.

The Secretary of the Interior, who is at the head of the Department of the Interior, holds a very responsible position. It is a part of his duty to see that the natural resources which belong to the United States are properly protected.

In 1891 Congress passed the law which permits the President of the United States to set aside and reserve, in any state or territory having public land bearing forests, such lands as he thinks necessary for the protection of our forests. President Roosevelt made the greatest withdrawal, as it is called. When he went



ARROWROCK DAM, IDAHO, ONE OF THE HIGHEST IN THE WORLD
Built by the national government to store water for irrigation and power.

out of office, the larger part of the great forests in the Pacific and Rocky Mountain states which still belonged to the United States had been made national forests.

It is the duty of the Director of the Geological Survey, one of the important officials in the Department of the Interior, to discover the location and extent of the mineral deposits of the country. At the suggestion of men in this branch of the government service, coal, oil, and phosphate lands were withdrawn from sale to prevent a possible shortage in these products and to give experts an opportunity to investigate the value of the lands. Reservoir sites and power sites were also withdrawn from private entry by the Secretary of the Interior, after the establishment in 1888 of an irrigation division of the Geological Survey.

The Inland Waterways Commission, appointed in 1907, realized the necessity of interesting the whole nation in the conservation of water as a means of also conserving coal, iron, and the soil. As an outgrowth of the efforts of these men a notable White House Conference was called by President Roosevelt, at which governors of the states met for the first time in the country's history to discuss a national problem.

Under the Reclamation Act, money from the sale of public lands in the West was made a reclamation fund. The Secretary of the Interior has a large measure of freedom in the use of this fund for irrigation work. As a result of the work made possible by this fund hundreds of thousands of acres of land, in regions of our country where there is little rain, have been

Desert in Wyoming, before Irrigation

When government improvements make it possible to cultivate hundreds of thousands of acres of such land as this, it is like adding so many acres to our territory.

Potato Field in the Same Region, after Irrigation

It takes millions of dollars to finance large irrigation projects, but every year the land will keep paying back through abundant harvests.

supplied with water, making possible thousands of farms in what was once a desert region.

The Bureau of Mines which comes under the Department of the Interior has for its main work the investigation of mining industries with a view to protecting the health and safety of the miners. In the various mining districts of the country, this bureau has rescue cars equipped with trained crews, men who are experts in rescue and first aid work. Pamphlets giving valuable suggestions providing for the safety of industrial workers may be obtained by writing to this bureau.

The Bureau of Education is a division of the Department of the Interior. This bureau has suggested reading courses for rural communities, has loaned books where libraries are not available, and has organized reading circles that bring the people of the community together for mutual improvement. It has helped in getting the people to use the schoolhouses as educational centers for both young and old. Through its School and Home Gardening Division, the Bureau of Education has made an attempt to interest city children in cultivating the soil. It has conducted experiments which show that boys and girls can produce from fifty to a hundred dollars' worth of vegetables in a season on a comparatively small piece of land.

The Commissioner of Pensions examines all claims made by soldiers and sailors who seek pensions granted by laws passed by Congress. His word is final in each case. He also oversees the regular quarterly payment of pensions to those whose names are on the rolls.

There is a Commissioner of Indian Affairs in the Department of the Interior who looks after the interests of Indians who are still living as tribes on government reservations. It is his duty to see that the rights of the Indians are protected, that land is assigned to individuals, and that some means of education is provided.

The Patent Office is a division of the Department of the Interior that grants protection to the inventor. By means of a patent an inventor may make sure that for seventeen years no other person can use his invention without obtaining from him the right to do so.

The Department of Agriculture. — The federal government is spending millions of dollars annually for the work of the Department of Agriculture, and it is estimated that at least one farm out of every twenty is working in some way with this department. The work of this department is carried on, under the Secretary of Agriculture, chiefly through bureaus.

The Bureau of Plant Industry has made investigations in various parts of the world in its search for grains, fruits, vegetables, and grasses that might be useful to the American farmer. It has discovered the regions in this country where such products may be expected to grow best and be of the greatest use. This bureau tests seeds, publishes valuable information about seeds, and is responsible for the enforcement of the law which prevents unscrupulous dealers from bringing low-grade seeds into the United States. A large part of the service of this bureau is rendered in helping the farmer fight the various diseases that

threaten to destroy his crops. Diseases known to the bureau are under constant examination in order that means for checking them may be suggested. New diseases are studied and methods for their control are discovered. Farmers are encouraged to write to this bureau describing diseases that they are trying to cure.

The Bureau of Soils carries on an equally important work in the study of soils and fertilizers, and in laboratory investigations.

The Bureau of Crop Estimates sends out regular reports as to the progress of various crops, the number of acres devoted to raising these crops, the probable yield, comparisons with other years, and other valuable statistics. This bureau collects the statistics that constitute an important part of the " Yearbook " issued by the Department of Agriculture. The " Monthly Crop Report " is published by this bureau, which also furnishes reliable information to newspapers throughout the country. The crop estimates are based upon reports of farmers and others in every county and township in the United States and upon reports of trained field agents in each state. The reports furnished by this bureau help the farmers in determining prices, and lessen the chance for speculation and loss, thus aiding both the producer and the consumer.

The Bureau of Animal Industry attends to the inspection of meats intended for interstate or foreign shipment. Live animals imported into this country or shipped from one state to another are inspected in order to prevent the spread of disease. Whole sections of the country have been freed from prevalent animal

CAREFUL LUMBERING IN THE BITTERROOT NATIONAL FOREST, MONTANA

Only the mature trees have been cut; the brush has been gathered into piles to be burned without injuring the forest.

diseases through the enforcement of laws and the educational work of this bureau.

The Weather Bureau is the part of this department that is most familiar to the people of the country as a whole. Reports are made to this bureau twice each day from regular stations located in all parts of the United States. On the basis of these reports forecasts are published in daily papers and posted in public places. In this way valuable information regarding high winds, storms, floods, and frosts is furnished to seamen, farmers, and shippers.

The Forest Service has taken a leading part in the modern conservation movement. It has tried to help the people to understand what the destruction of our forests means to the general welfare of the country. It has urged measures that will reduce waste in cutting, milling, and manufacturing; that will provide for the best use of all by-products, such as turpentine, charcoal products, wood pulp, and sawdust; and that will reduce the great losses that result from forest fires.

The Bureau of Chemistry has rendered a very important service to the country in enforcing the provisions of the Food and Drug Act, which is intended to prevent the adulteration of foods and drugs that are imported or that are sold in different states. Individual states also have laws controlling such matters within the state.

Other bureaus in the department are the Office of Farm Management, Bureau of Entomology, Bureau of Biological Survey, Bureau of Public Roads, and Bureau of Markets.

The Department of Agriculture was one of the first government agencies to discover how much boys and girls can really accomplish in a community. In rural communities scattered all over the country, trained leaders have organized groups of juvenile workers who pledge themselves to follow instructions and make written reports on the progress of their work. Among the popular organizations are Corn Clubs, Potato Clubs, Canning Clubs, Poultry Clubs, and Pig Clubs. Government agents agree that this work carried on by the boys and girls is a most encouraging indication of better farming in the future.

The Department of Commerce. — The Department of Commerce, as the name suggests, attends to the needs of American commerce, promotes American manufactures, and encourages foreign trade.

The Census Bureau, in this department, takes a complete census of the population of the United States every ten years. This bureau also collects valuable information concerning manufactures, electric light and power stations, electric railways, and water transportation. It gathers statistics about our fisheries, about our mines and quarries, and about various leading products of the country. This information is carefully tabulated and given to the people in various published reports.

Other bureaus under the direction of the Secretary of Commerce are the Bureau of Standards, Bureau of Navigation, the Steamboat Inspection Service, Bureau of Foreign and Domestic Commerce, Bureau of Fisheries, the Coast and Geodetic Survey, and Bureau of Lighthouses.

The Department of Labor. — The Secretary of Labor is the latest addition to the President's Cabinet. So important has the nation come to consider the welfare of workers that a special department has been created for their benefit. It is the duty of this department to gather useful information on all subjects connected with labor, and to try to improve labor conditions. The "Monthly Review," a bulletin published by this department, shows from month to month the work that is being accomplished.

HAULING IN A SEINE OF BROOD SALMON IN CALIFORNIA

The eggs from these fishes will be hatched at a government station. The Bureau of Fisheries maintains many stations for the propagation of fishes used for food, and for their distribution to suitable waters.

The Bureau of Immigration has charge of the enforcement of the immigration laws. It not only keeps out undesirables, but it helps those who enter the country to find the right kind of employment.

The Bureau of Naturalization tries to get in touch with all foreigners who come to this country to stay. It coöperates with educational authorities in all parts of the country and is doing what it can to help the immigrant towards intelligent American citizenship. The process of obtaining citizenship is described in Chapter III.

During the World War many women were called into industry. As a result of this, a government bureau has been formed to promote the welfare of wage-earning women, to improve their working conditions and properly safeguard them, and to investigate all matters pertaining to women in industry. This bureau is known as the Women's Bureau.

There is also a Children's Bureau in the Department of Labor. It is the duty of this bureau to investigate and make reports upon all matters that relate to the welfare of children. This bureau not only gathers information about such matters as occupations dangerous to children, diseases of children, hours of employment of young workers and other important matters; but it publishes reports concerning these things which should greatly benefit boys and girls obliged to enter industry.

Upon the President and the members of his Cabinet rests the responsibility of carrying on the business of government, thus making our laws really effective.

For Investigation, Discussion, and Action

1. What is meant by "administrative departments"?

2. Make a collection of pictures showing the department buildings at Washington.

3. Get a "Guide to the City of Washington" and make a list of the interesting facts about each department.

4. Collect items about members of the present Cabinet and their activities.

5. Make a list of prominent men who have served as Cabinet members.

6. Look up the last Thanksgiving proclamation of the President and find out how it is signed.

7. Describe the United States Mint at Philadelphia.

8. Make a collection of internal revenue stamps stating the use of each stamp collected.

9. Get some one in your community who has visited Washington to tell your class about one or more of the departments.

10. Select one of the sub-departments of the Treasury Department and write about it.

11. Visit the post office in your community and get all the information about the Post-Office Department that you can.

12. Get some inventor in your community to tell you about the Patent Office and what has to be done to get a patent.

13. Make a list of the ways in which the Weather Bureau is a benefit to citizens in your community.

14. What are some of the things the Department of the Interior has to do to care for the natural resources of the country?

15. Write to the Department of Agriculture, Washington, D. C. and get a list of the publications that can be obtained free. Send for such publications as are of interest to you.

16. Collect items from the daily papers and from magazines about the work carried on in the different administrative departments.

CHAPTER XXI

THE JUDICIAL BRANCH OF THE NATIONAL GOVERNMENT

Problem: *To find why we have a judicial branch in the national government, how this branch is organized, and what it does.*

The American Plan. — Alexander Hamilton convinced the delegates to the Constitutional Convention of the necessity of having a system of national courts to interpret the meaning of the Constitution and the laws made under its provisions, and to apply them in particular cases. He said, "Laws are a dead letter without courts to expound and define their true meaning and operation."

Our government differs from nearly all other governments in having a written constitution that is the "supreme law of the land." Many other countries have written constitutions; but in most of them the constitution can be modified or overridden by acts of the legislative branch of the government. Our Constitution provides for a Supreme Court which is equal in rank with the legislative and executive branches of the government. The Supreme Court exercises the authority to declare null and void the acts of Congress and of United States officers if these acts are contrary to the Constitution. The decisions of the Supreme

Court help to interpret the Constitution for us because they determine the meaning of this great document on questions that have been raised with reference to it.

No other courts in the world have so great power and importance as those of our own country. Nowhere else can the rulings or acts of other departments be set aside in the way that is possible under our plan.

Need of a National Judiciary. — The makers of our Constitution realized the need of a strong judicial department in our national government. They had observed how jealousy and prejudice in the different states had affected the attempt to have any national government under the Articles of Confederation. They were determined to find a way by which the central government could prevent the acts of the several state governments from conflicting with the provisions of the Constitution. Only in this way was it possible to guarantee to every citizen of every state equal justice.

Historians tell us that the provisions for the judicial department were determined upon in the early sessions of the Convention and, although the greater part of the Constitution was subjected to many changes, this part was left practically unchanged. This indicates the general sentiment on the part of the delegates in favor of a system of national courts. Read Article III of the Constitution.

Impeaching Power Not Given to Supreme Court. — In order not to give too great power to the Supreme Court, the Constitution, in Article I, provides that the power to try executive officers and to remove them from office, if found guilty, shall be exercised by the

legislative branch of the government. It even gives power to that branch of the government to remove judicial officers themselves upon impeachment. Thus you see how wisely the framers of our Constitution worked out the plan of making it impossible for one department to do entirely as it pleased regardless of the other departments of our government.

It is very important that the three departments shall work in harmony with each other. Each department, therefore, is given its definite tasks and all departments are expected to work together for the common good of the entire country.

Number of Judges and their Term of Office. — The judges or justices of the Supreme Court are appointed by the President "by and with the advice and consent of the Senate." There is no provision in the Constitution as to their number; nor is it provided where and when they shall hold sessions. These details have been settled by laws passed by Congress. Congress also has passed laws establishing various lower courts.

In 1789 an act of Congress made the number of Supreme Court judges six. Later on the number was increased to nine, which is the number at the present time. This court holds its sessions in a room set apart for this purpose in the Capitol at Washington. The annual session begins on the second Monday in October, and continues until May or June.

The judges, both of the Supreme Court and of the lower courts, hold office during good behavior, which generally means for life. This keeps them free to make their decisions according to their own convic-

The Supreme Court Room in the Capitol

tions, without being influenced by popular prejudice or political pressure. A judge may retire on full pay when he reaches the age of seventy if he has served ten years. One of the nine justices of the Supreme Court is given a slightly larger salary than the others, and is known as the Chief Justice.

Jurisdiction of the Supreme Court. — The Supreme Court has original jurisdiction, that is, the authority to try a case which has not been submitted to any other court, in cases concerning ambassadors and other foreign representatives, also in cases in which a state is a party. Cases are appealed to the Supreme Court from lower courts as explained in another paragraph.

The authority of the Supreme Court is said to be greater than that of any other court in the world. Its

decisions on all matters brought before it are final. If the Supreme Court says that a law is unconstitutional, that settles the matter, and no one is expected to obey such a law.

For example, early in our history as a nation, the state of New York granted to Robert Fulton the exclusive right to control steam navigation on the Hudson River. The Supreme Court decided that this was contrary to the Constitution of the United States, because the granting of such a right interfered with interstate commerce which Congress, not the legislature of the state, has power to regulate. A more recent conflict occurred when Congress passed a law which in effect provided, among other things, that children under a certain age were not to be allowed to work in factories. The Supreme Court decided that this law was unconstitutional, that is, contrary to the federal Constitution, because it was not within the powers granted to Congress and because it interfered with the right of each state to enact laws for controlling industries within the state.

In the whole history of the country, however, only a few laws of Congress have been declared unconstitutional, and only a few state laws have been found to conflict with the national Constitution.

The Supreme Court has conducted itself in such a manner that its decisions have been generally accepted by the entire country. The federal courts have been very careful to keep within the limits set by the Constitution. The Supreme Court will not give general opinions. It insists on having particular cases brought

before it before making any decision on the constitutionality or meaning of a law.

Inferior Courts. — Under the laws passed by Congress, there is at least one federal District Court in each state. The larger states have several districts. Illinois, for example, has three. In each district there is usually one district judge — sometimes two or three — each holding court by himself. In each district there is also a United States district attorney who has charge of prosecuting those who disobey national laws, for example, persons who send improper matter through the mails or who counterfeit money. Each district

THANKSGIVING DINNER IN THE FEDERAL PRISON AT ATLANTA

As the purpose of imprisonment is reform rather than punishment, it is the custom to observe holidays in the prisons. Notice the letters U. S. P. on the prisoners' coats.

also has a United States marshal who makes arrests and carries out the orders of the court. He has charge of convicted persons until they have been safely placed in a federal prison.

The United States is divided into nine judicial circuits. In each circuit there is a Circuit Court of Appeals consisting of three judges. These courts were created for the purpose of relieving the Supreme Court of certain classes of appeals. For example, a person dissatisfied with the decision obtained in a District Court may appeal his case to a Circuit Court of Appeals. Except in cases where the decision of the Circuit Court of Appeals is final, a person may appeal from its decision to the Supreme Court. In cases involving questions regarding the interpretation of the Constitution or of a treaty, a person can appeal directly to the Supreme Court without first taking the case to a Circuit Court of Appeals.

There is a Court of Claims that hears all money claims, other than pensions, that are made against the United States government. There is also a Court of Customs Appeal consisting of five judges who have to make rulings on points that come up under our tariff laws.

Kinds of Cases Tried in Federal Courts. — Section 2 of Article III of the Constitution tells us the kinds of cases tried in federal courts. These cases may be grouped under five heads as follows:

1. All cases arising out of the enforcement of any part of the Constitution, any law of Congress, or any treaty made by the United States.

2. All cases affecting ambassadors, public ministers, and consuls. Representatives of foreign countries are persons of too great importance in our international relations to make it wise to allow a state court to deal with them.

3. All cases of admiralty and maritime jurisdiction. This means that a federal court has jurisdiction over American ships and in general over cases arising in navigable waters.

4. All controversies to which the United States is a party. Such cases would naturally have to be tried in the Supreme Court by judges who are not responsible to any state, and whose verdict would be an impartial interpretation of the fundamental law of the land and not a biased opinion.

5. Cases which would not be likely to receive unprejudiced consideration in the courts of any state, such as disputes between states, between citizens of different states, or between a state and a foreign country.

All other cases are reserved wholly to the state courts. Even so serious a crime as murder is dealt with by each state according to its own laws. If a person convicted in any state court raises the question as to whether the law under which he was convicted is in accordance with the federal Constitution, or can show that his rights under the federal Constitution have been disregarded, he may appeal his case from the state court to the federal court. The final decision will then rest with the Supreme Court of the United States. Whatever that court decides

must be accepted without question by the courts of every state.

Only so long as our courts continue to claim the respect and loyal support of the people can we hope to have liberty and justice for all.

For Investigation, Discussion, and Action

1. Prove that our plan of government makes the Constitution the "supreme law of the land." Read Article VI of the Constitution.
2. Who made the Constitution, and who can change it?
3. Give your reasons for believing that it is wise to have one court in the country where a decision is final.
4. Explain what is meant by impeachment and give an actual instance.
5. Why is not this power given to the Supreme Court?
6. Who was the last justice appointed in the Supreme Court and how did he get his position?
7. Has the number of justices always been the same? Who determines this matter?
8. What is meant by holding office during "good behavior"? Give the reason for this plan.
9. Make a list of reasons for having inferior or lower courts.
10. From your study of current events secure illustrations of cases tried in a federal District Court.
11. Make a list of reasons why the Supreme Court should be the only court to try certain cases.
12. Show why certain cases should be tried in a federal court rather than in a state court.
13. Get some one in your community who has visited the Supreme Court to tell you about it. Watch the newspapers for items about members of the Supreme Court.
14. Collect clippings concerning cases before the District Court or Courts in your state.

CHAPTER XXII

THE AMERICAN BILL OF RIGHTS

Problem: *To find out what is meant by an amendment to the Constitution, why the first ten amendments are referred to as the "American Bill of Rights," and what rights are thus guaranteed.*

Amendments to the Constitution. — What is an amendment, and why do the constitutions of the states and of the United States each have a provision for amendments? If you consult a dictionary, you will find that the simple meaning of amendment is "a change." An amendment may change a constitution by *adding* some provision; it may make the change by *altering* the wording of an article or section; or it may bring about the change desired by *leaving out* some part or parts of the document. The change is made in order to adapt the constitution to the needs of the people.

In all organizations, constitutions are changed to make additions or corrections when a sufficient number of members believe such additions or corrections are desirable. Read Article V of the Constitution, which tells just how amendments may be made to this great document.

When the Constitutional Convention submitted the Constitution to the people of the thirteen original

states, there were, of course, many who raised objections to one part or another. The most frequent objection was that it did not contain any provisions asserting or guaranteeing the fundamental rights of the people. There were many people who feared that the adoption of the Constitution might result in having a strong central government that would become as tyrannical as any they had known. The Constitution as submitted to the states by the convention was finally adopted; but, because of the feeling that added protection to the people should be guaranteed, twelve amendments were proposed at the first session of Congress.

These amendments were submitted to the legislatures of the several states according to the provisions of Article V of the Constitution. After much discussion, ten of the twelve amendments submitted were adopted. These amendments became a part of the Constitution in 1791. The first eleven amendments were added to the Constitution for the purpose of keeping the central government within proper limits because so many people were alarmed over the supposed tendency toward a strong central government. On the other hand, Amendments XIII, XIV, and XV, added just after the Civil War, and also Amendment XIX, put new restraints on state rights. It should be remembered that the Civil War preserved the Union which those who believed in the extreme interpretation of the doctrine of " state rights " had nearly succeeded in destroying. Amendments XVI and XVIII added to the powers of Congress. Amendments XII and XVII

made changes in detail in the methods of electing the President and Senators.

An American Bill of Rights. — The first ten amendments are often referred to as the "American Bill of Rights." The name is taken from the English Bill of Rights, which is one of the great documents that gave the English colonists in America their fundamental ideas of the rights of a free people.

It was both natural and very wise on the part of our forefathers to insist on having these rights put into permanent form as a part of the Constitution. In this way they made sure that, so far as acts of Congress and of national officers are concerned, all future generations in America would share in the benefits that had come to them as the result of long and bloody struggles.

The people in the several states have included a similar "Bill of Rights" in the state constitutions. In this way the rights and liberties of the people have been protected against encroachments by state legislatures and by state and local officers.

Religious Freedom. — In studying history you have learned that many of the early settlers in this country came to the new land in order to find freedom to worship God according to the dictates of their own consciences. It is not strange, therefore, that the very first amendment says, "Congress shall make no laws respecting the establishment of religion or prohibiting the free exercise thereof."

The last paragraph of Article VI of the Constitution says, "No religious test shall ever be required

as a qualification to any office or public trust under the United States." In America each citizen respects the opinions of others and expects the same toleration in return.

Amendment I does not prevent the government from punishing immoral acts that may be practiced under the name of religion. For example, it has declared polygamy to be contrary to our laws. No alien can become a citizen if he believes in polygamy or anarchy.

Free Speech and Free Press. — The first amendment also guarantees the right of free speech and free press and says that the people have a right peaceably to assemble and to petition the government for a redress of grievances. This means that people have a right freely and publicly to discuss all questions relating to the conduct and policy of the government. It does not mean that any one may talk and plot the overthrow of the government or urge men to disobey the laws. Legal ways have been provided to make changes in our government if the majority of the people want them.

In America the people rule — not one class of the people, but all the people. All have rights and all must respect the rights of others. It is generally true that persons who complain the most about their liberty being curtailed by some law are the very ones who are exceedingly anxious that all other persons shall carefully obey the laws that add to their own comfort or safety. Lyman Abbott has very fittingly defined liberty as " voluntary obedience to law."

The right of free speech and free press does not allow any one to talk or write falsely about others in such a way as to injure their reputation. Slander or libel is made punishable by law as a matter of common protection. Repeating statements of others is a very dangerous practice unless we are perfectly sure that the statements are true. It was ex-President Taft who said that everybody could help the country by becoming "an accurate information-spreader."

During the World War letters were censored and newspapers were not allowed to publish either facts or false statements that would aid the enemy. Such a regulation did not take away our right of free speech in ordinary peace times, but during the war it did require us not to use that right if it was going to bring harm to the cause for which our soldiers and the soldiers of our allies were fighting.

Personal Protection. — The amendment forbidding the quartering of soldiers in any house without the consent of the owner is practically a repetition of one of the provisions of the English Bill of Rights.

You may have heard or read the expression, "Every man's house is his castle." It means that for many centuries English-speaking people have believed that every one is entitled to a reasonable degree of privacy in his own home. His private papers and personal belongings are secure against unreasonable search and seizure. You will remember how the colonists objected when Writs of Assistance were granted, permitting wholesale search of any house that officials might see fit to enter.

Home of an American Family in the State of Washington

Log cabins similar to this have been built by the pioneers in all the forested areas of our country. The government is bound to respect the privacy of this home as well as of those in cities.

The fourth amendment to the Constitution assures us all of protection in our homes, and states the conditions under which search and seizure are permissible by federal officers. A house may be searched for smuggled goods, intoxicating liquor, evidence of crime, or for criminals who are in hiding; but this may be done only after all conditions of the law protecting the individual citizen have been observed.

Protection of Persons Accused of Crime. — The fact that innocent persons as well as those who are guilty may be accused of crime makes it necessary to give to all persons who may be so accused every

A Millionaire's Home in the City of New York

In America men who once lived in log cabins may amass fortunes and live in homes worth several million dollars. The Constitution makes no distinction between the rich man and the poor man in the protection of the home.

possible chance to prove their innocence. Americans, like the great lawgivers of ancient Rome, believe that it is better to allow a thousand guilty men to escape punishment than to punish one innocent man. Our law assumes that a man is innocent until he is proved guilty.

The fifth amendment to the Constitution says that no person shall be called upon to answer for a serious crime unless a body of men called a grand jury decides that there is enough evidence against him to warrant holding him for trial. The men composing the grand jury meet in secret session; and, after lis-

A Trial by Jury

The judge is seated behind the high desk, the jury in the far corner, and a witness between them.

tening to the testimony of witnesses, decide whether the evidence presented is sufficient to warrant charging the person with the commission of the crime. The written accusation is called an indictment. If the grand jury does not find enough evidence against the accused person the case is not brought to trial. Most of the states, like the United States, require an indictment by a grand jury in all prosecutions for serious crimes. In some states, however, the courts may bring a person to trial upon an "information" by the prosecuting attorney instead.

Trial by Jury. — The person accused either by indictment or by information is entitled to a public trial as soon as it can be arranged. This trial is conducted before a jury called the "petit" or trial jury as distinguished from the grand or large jury that made the indictment. The trial jury usually consists of twelve men acceptable to the lawyers representing both sides. One of the jurymen acts as foreman of the jury, serving in much the same way as the chairman of a committee. Trial by jury really means trial by one's equals, which is one of the great rights that we have inherited.

The men from whom the jury is selected are chosen by lot. Serving on a jury is a public duty and every citizen must respond when called upon. The administration of justice depends on the men who serve on the jury; hence the necessity of securing good, honest men for this service.

An accused person cannot be *compelled* to testify nor can his refusal to do so be considered an indica-

tion that he is guilty. He may speak for himself if he desires to do so. He is entitled to the assistance of counsel for his defense and is allowed to compel the attendance in court of any witnesses who may be able to testify in his favor.

The jury listens to the testimony of witnesses on both sides, hears the summing up of the case by the lawyers, and finally gets instructions from the judge concerning the law. The jurymen then retire to a room by themselves and consider what decision shall be made. The decision is called a verdict.

If the jury renders a verdict of "guilty," the accused, under certain circumstances, may still have the opportunity to appeal to a higher court. If the verdict is "not guilty," the accused person is free and cannot be tried again for the same offense. If the jury cannot agree on a verdict the judge discharges the jurors and may order a new trial.

Other Rights. — Trials are not conducted in secret, but judges are allowed considerable discretion in the matter of limiting the attendance. Usually seats are provided for the public, and persons desiring to do so may attend and listen to the proceedings of a trial. Reporters attend the sessions of the court and write accounts of what goes on for the newspapers they represent. A careful record of all that is said by those participating in the trial is taken down by a court stenographer.

If the person on trial is found guilty he must be punished in accordance with the law. Amendment VIII of the Constitution of the United States dis-

tinctly says that " excessive fines " shall not be imposed, " nor cruel and unusual punishments inflicted."

In most cases the accused person awaiting trial need not be kept in jail but may be released on bail. The prisoner " gives bail " by depositing a specified sum of money with the court officials or by getting some one to agree to pay the sum fixed by the court if he does not appear at the time set for the trial. The right of bail has long been possessed by English-speaking people, and both state and federal constitutions affirm this right and forbid excessive bail.

Property Rights. — The Constitution of the United States of America guarantees not only the life and liberty of every law-abiding citizen but it guarantees protection of his property as well. The government may take private property for public purposes when necessity demands it, but it cannot do so without just compensation to the owner. If the owner and the officials of the government cannot agree upon what may be considered a fair market value of the property, this matter is determined by a jury or by impartial men who are expected to decide the matter on its merits without fear or favor.

Let us as Americans never forget that we possess a noble inheritance which has been secured by our ancestors through toil, suffering, and bloodshed — an inheritance which we must wisely improve and faithfully guard so that we may transmit to coming generations all the priceless blessing of life, of liberty, of property, of religion, and of the independence that we have enjoyed.

For Investigation, Discussion, and Action

1. Has the constitution of your club ever been amended? How can it be amended?

2. Give an amendment to the federal Constitution that adds something to the Constitution.

3. Point out sections of the Constitution that have been altered or superseded by amendments.

4. Illustrate the meaning of "an amendment to a motion."

5. Make a list of rights granted by the great English documents and compare this list with the rights guaranteed by the first eight amendments of the Constitution of the United States of America.

6. Did all the early colonists enjoy religious freedom? Prove your answer by definite illustrations.

7. Illustrate by actual instances described in your history what is meant by "strong central government"; "state rights."

8. Collect current topics which show that these two ideas are still strongly advocated in one form or another at the present time.

9. Why is it not wise to allow an anarchist to become a citizen of the United States?

10. Prove that you cannot have true liberty in any country unless each citizen respects the rights of other citizens.

11. Give illustrations of the right and of the wrong use of free speech.

12. Explain how it is possible to be an "accurate information-spreader."

13. What is the meaning of the expression, "Every man's house is his castle"?

14. Why is jury trial considered such an important right?

15. Find actual instances of bail referred to in your local paper.

16. Collect clippings from the newspapers that show how people are exercising any of the rights mentioned in this chapter.

17. Why ought every good citizen to be willing to act as a witness or serve on a jury if called upon to do so?

18. Explain how and why it is sometimes necessary to give up private rights for public good. Give illustrations.

CHAPTER XXIII

PARTY ORGANIZATION AND ELECTION MACHINERY

Problem: *To find the meaning of party organization, what such organization is expected to do, and how results are obtained.*

Why We Have Political Parties. — Have you ever wondered why we have political parties? Consider the discussions that have taken place in your class; you have no doubt found that you do not all have the same opinions. It is not often that any group of people work together for any length of time without having some differences of opinion as to the best way of doing things.

Differences of opinion on questions of government are just as natural as differences of opinion on other subjects. A political party gives people who think alike an opportunity to work together for the purpose of making their principles or beliefs the policy of the government. The members of a party do not all think exactly alike, but they are willing to agree upon certain general principles and work for them.

A good citizen is always willing to work in harmony with others for the accomplishment of what he believes to be for the best good of the community. Teamwork is just as necessary in getting the best government as it is in producing a successful baseball

In a Band, How Do the Players Manage to Keep Perfect Time?

team or a school band. Ability to work in harmony with others for the common good is an accomplishment that is absolutely essential in our form of government. This is one of the great lessons which every boy and every girl should learn through taking part in the affairs of the school and of the community.

Different political parties not only give an opportunity for people who think alike to unite, but they also act as a check upon each other. They often cause persons who are in office to be more careful about their acts lest they give an opposing party a chance to talk about what they have done when the next campaign for election is in progress.

Party Organization. — In order to work together to the best advantage each party must be carefully organized, chiefly through a system of committees.

The national committee is usually made up of one member from each state. The members of the national committee elect a chairman who is a leading member of the party and has great influence with his associates. Members of the committee hold office for four years, beginning with the presidential year.

Local committees are responsible for arousing an interest in the party and the principles for which it stands. These local committees also see that the public is duly informed with reference to party candidates and their qualifications, that voters go to the polls on election day, and that all matters affecting the welfare of the party are properly taken care of. State and county committees attend to party interests in these larger units of government in much the same way that the local committees take care of each community.

Party organization is necessary, but it should always be used to serve the voters rather than to control them. If the organization takes away power that belongs to the people, it is the fault of individual voters who fail to take an active and intelligent interest in public affairs. One of the great problems in American politics is to make the political parties feel a larger measure of responsibility to the great mass of voters who make up their membership. Political parties should be controlled by their members rather than by a party "boss." Leadership is both desirable and essential, but leaders must strive to serve rather than to control their followers.

Party, politics, and politician are words that have come to have an unfortunate meaning because they are so often used by critics who are calling attention to abuses. It is the task of the good citizen to give to these words their true meaning by helping to make organization in all its necessary forms serve the real purpose for which it is intended. As Theodore Roosevelt said, "Real service is rendered, not by the critic

who stands aloof from the contest, but by the man who enters into it and bears his part as a man should. Whether he looks within or without party lines, he can surely find plenty of men who are desirous of good government, and who, if they act together, become at once a power on the side of righteousness."

The Party Platform. — Each party makes a definite statement of what it intends to do and what it believes, in order to let the people know what to expect of its candidates if they are elected. This statement is called a platform. The several topics discussed in this formal statement are often referred to as planks.

Each party platform is drawn up at a convention of delegates representing the particular party. These delegates adopt the principles which they believe will appeal to the people who belong to their party. They also try to make the platform as popular as possible in order to get votes in the election that is to follow. In this way each party makes an appeal to the voters of the country. The voters express their opinion at the election by voting for the candidates of the party that has best expressed their views in its platform.

In your study of history you have learned something about the great questions the voters of the country have been called upon to decide and how they have decided them. In newspapers and in magazines you will find the questions of the present day fully discussed. Each party should take one side or the other on the important issues before the country at the time the party platform is made.

National Convention of One of the Political Parties

The delegates from each state sit together, as indicated by the standards. Outside the railing and in the gallery are crowds of spectators. In the foreground a speaker is addressing the convention.

Nominating Candidates. — In conducting your class or club business you have probably found it best to nominate candidates before an election takes place. In like manner each political party must have some way of nominating candidates and thus placing them before the voters for choice on election day.

Candidates for President and for Vice President are nominated at a national convention held in some city that is large enough to accommodate delegates from all parts of the country. There are usually a number of candidates, each having delegates who favor his nomination. Sometimes the delegates favoring the different candidates are so divided that many ballots have to be taken before the decision is made.

For many years the convention plan of nominating candidates was used in the states as well as in the nation, but this plan has gradually given place, in most states, to what is known as the *direct primary*. The direct primary has been adopted in order to give all the voters in each party a chance to express their desires with reference to candidates to be nominated by their party. It is argued that this plan interests a much larger number of people in the selection of public officials and helps to prevent small groups of men from controlling public affairs. Under the direct primary plan, the person receiving the highest number of votes for a particular office is the candidate of the party for that office. At the primary, each voter is allowed to vote for candidates of one party only.

The Campaign. — Before the president of your class or your club puts a motion to vote, he asks whether

there are " any remarks." This gives the members of the class a chance to express themselves and to hear both sides before voting. A voter can be neither fair nor intelligent unless he knows something about both sides of a question.

The real object of discussion is to give to those who must decide the best possible understanding of the merits of the question. It is important, therefore, that we give to others as careful and respectful a hearing as we wish them to give to us.

After the party platform has been made and the candidates have been nominated, members of each party go about the country making speeches that explain what they believe and why they believe it. They also endeavor to show why the candidates of their particular party are best fitted to fill the offices for which they have been nominated. The campaign occupies the time between nomination and election. The more important the issue, the more needful it is to get as much information upon it as possible before making a decision. Newspapers, magazines, and pamphlets of various kinds play an important part in the final decision of the voters. A political campaign, properly conducted, offers an excellent opportunity for educating the people of the entire country in regard to questions that are of national importance.

Fortunately the earlier methods of conducting a campaign are gradually being replaced by appeals to an educated citizenship. Voters are taking a greater and more intelligent interest in public affairs and are demanding an honest consideration of the best ways of

conducting our government. This new type of campaign compels the discussion of practical questions and insists on the clear presentation of the issues that must be decided at the polls. Candidates are expected to tell what they will do, if elected, rather than spend their time reciting the failures and shortcomings of their opponents.

The Secret Ballot. — In the early days of our history as a nation, people usually voted by word of mouth. When printed ballots were first used, each political party supplied its own. This was an improvement on the earlier method, but still made it possible for one to know just how another person voted, and thus left many evils uncorrected. Men who were dishonest enough to buy votes could make sure that their victims kept their promises. Honest voters sometimes lost their positions if they did not vote as their employers desired. Others were afraid to vote contrary to the opinion of those who knew them. In order to improve such conditions as these and to make it possible for a person to vote as he thinks best, regardless of others, a secret method of voting has been generally adopted. It is known as the Australian ballot because it was copied from Australia.

Under the Australian ballot plan the names of all candidates of every party are printed on the same ballot, which must be marked by the voter, in a private booth, with a simple cross or crosses to show his choice. This method of voting requires more intelligence on the part of the voter than the old plan. Voting machines are used in some places to register the vote for each

REGISTRATION OF VOTERS

One means of preventing fraud at elections in cities is the registration of voters. The name, age, residence, and other details for each voter are registered in books several weeks before election. The right of each person to register can then be investigated and settled. On election day only those who are properly registered are allowed to vote.

candidate. In this case the voter inside the private booth pulls levers instead of marking the ballot with a pencil.

Voting a " split " ticket has become quite common, especially in state, city, and town elections. This means that the voter supports the candidates whom he believes to be best fitted for office regardless of the party or parties to which they belong.

Qualifications of Voters. — The nineteenth amendment to the Constitution gives women equal rights with men in the matter of voting, in all the states. The fifteenth amendment prevents any difference in the right to vote on account of " race, color, or previous condition of servitude." With these exceptions each

state may decide what qualifications a voter must possess.

All states agree that a person must be twenty-one years old in order to vote, but the length of residence required in different states varies from three months to two years. Some states require also that voters shall be able to read, or shall have paid a poll tax.

Elected and Appointed Officers. — Besides the regularly elected officers in your class or club, you find it necessary to have committees of various kinds. Sometimes these committees are elected, at other times your president is instructed to appoint them. In the latter case you leave it to the president because you believe he is familiar with the task assigned to the committee and knows which members of the class are best fitted to do the work. Then, too, if the work is not well done, your president is at fault because he chose the committee and should have selected members who would carry out his instructions.

It is impossible for the great mass of voters to know the qualifications of a large number of candidates. When there is a long list of names to be voted upon, the voters are likely to pay but little attention to most of the candidates. For this reason there is a growing tendency to reduce the number of elective offices and give those elected the power to appoint others to assist them, just as your president appoints individuals or committees to assist him in carrying out the wishes of the class.

The plan of having a smaller number of elective offices is known as the short ballot plan. This plan

makes it possible for the voters to know more about the candidates before voting, and to hold those elected responsible for what is done during their term of office.

Attempts to Prevent Abuses and to Increase Citizen Control. — The system of appointing men to office because they have rendered some party service has led to a great many abuses. These abuses are gradually being corrected through a better system of appointment known as civil service reform. Under this plan people who wish to be considered for a particular position must give evidence of their ability to fill the position satisfactorily by passing an examination designed to test their qualifications for the service demanded. In preceding chapters reference has been made to this method of appointing men to public office, and some of the advantages have been pointed out.

One of the devices to secure more direct self-government or citizen control is known as the *initiative*. This plan permits any person or group of persons to draft a proposal for a law. If the signature of a certain small percentage of the voters is secured, this proposal is then submitted to all the voters for their approval or disapproval, which they express by voting "Yes" or "No." If approved by a majority vote, the proposed measure becomes law.

The *referendum*, as the word suggests, means to refer something to the people. Before most of the state constitutions were adopted they were referred to the people. In similar manner, amendments to state constitutions are referred to the people for adoption or rejection. The referendum, therefore, is not

an entirely new idea. As applied in some states the referendum provides a plan whereby a measure passed by the legislature must be submitted at the next election to the vote of the people, provided a certain percentage of the voters petition that this be done.

The *recall* provides a way to remove a man from office if the voters decide he has failed to give satisfactory service. Under this plan whenever a certain number of voters are dissatisfied with the conduct of an elective officer, they can get up a petition against him. This will compel a new election; and, if the officer then fails to be elected, he loses his office.

Independence in Voting. — There are always people in every group, whether in the schoolroom or outside, who ask sensible questions and who want to know the reasons for things. They are not satisfied to do things just because other people do them. They think for themselves. Such people are by no means always right or wise, but they are more or less independent. They are quite likely to join the group of voters who put the good of the country, as they see it, before party success. Such voters study the various plans advocated by the different political parties and try to discover which one is best for the public welfare. They may belong to a particular party but they do not follow that party blindly.

Such men and women help to keep the great parties right. They vote for a candidate on his merits rather than because of his party label. This forces party leaders to select the best men for office and insures a better government. In the end the independent voter

who is most successful unites with many others who believe, in the main, as he does.

Party organization makes it possible for citizens to cooperate most effectively and so render the greatest service to the community; whether the organization shall accomplish this end depends upon the citizens.

For Investigation, Discussion, and Action

1. Make a list of the advantages of having different political parties.
2. Why should a person join a political party?
3. Name the present chairman of the national committee in each of the two leading parties.
4. What is the local committee in your community called, and how are the members selected?
5. Get copies of the platforms of the leading parties, make a list of important present-day issues, and then write out the stand of each party on each issue you have selected.
6. Name three important planks in each of the platforms.
7. Make a list of some of the important things each of the leading parties has accomplished.
8. Give three reasons for conducting a political campaign.
9. What is the difference between the convention plan of nominating candidates and the direct primary plan?
10. Indicate the ways in which a member of a political party may show independence in voting.
11. Explain the process of registration and voting as conducted in your community.
12. Name the officers in your community who are elected; also name the officers appointed and tell who appoints them.
13. Collect news items about men who are running for office or who have recently been elected.
14. Collect current topics and cartoons that tell something about parties and party questions.

STATUE OF LINCOLN BY ST. GAUDENS, IN CHICAGO

A replica of this statue stands near Westminster Abbey in London.

CHAPTER XXIV

ALL AND ALWAYS AMERICANS

Problem: *What does it mean to be an American citizen?*

Henry van Dyke, in expressing the satisfaction of an American returning to this country after traveling in foreign lands, says,

> "So it's home again, and home again, America for me!
> My heart is turning home again, and there I long to be;
> In the land of youth and freedom beyond the ocean bars,
> Where the air is full of sunlight and the flag is full of stars."[1]

The Inspiration of Great Americans. — Shortly after the close of the World War, a teacher from France was visiting American schools. After listening to some interesting lessons in American history, she exclaimed, "Oh, that we had the great lives to lay bare before our boys and girls that you have here in America! Think of three such great leaders as Washington, Lincoln, and Roosevelt belonging to one country!"

Do we, as Americans, realize how much our great leaders have contributed to the welfare of the country, and are we as familiar as we ought to be with what such great men have said and done?

[1] Extract from "Home Again" from Henry van Dyke's *The White Bees and Other Poems*, copyright 1909. Used by permission of Charles Scribner's Sons, Publishers.

The former custom of committing to memory addresses of our great leaders is being revived, a hopeful sign of increasing Americanism. We cannot carry on to successful completion the work that these great men have so well begun, unless we are familiar with their ideas and ideals.

Some American Ideals. — In doing a good turn every day, the Boy Scouts and the Girl Scouts of America are practicing one of the fundamental principles of Americanism, namely, service for the common good. Preceding chapters have called attention to the fact that rights have always been secured by a performance of duties. As citizens, we all owe something to a country that has done and is doing so much for us. True patriotism means a real love of one's country, a love that is willing to sacrifice, if need be, in order to give real service to that country. Nathan Hale nobly expressed this thought when he said, "I regret that I have but one life to lose for my country."

One cannot study the development of our institutions without being convinced that our American ancestors thought more of the common good than they did of their individual liberty, and that they were willing to restrict their personal freedom by passing laws that they believed to be for the public good. In spite of occasional outbreaks of disobedience to law, the American idea of a free country has been that of an orderly country. A true American always respects law and order and is willing to abide by the will of the majority as it expresses itself through our form of government.

Previous chapters have called attention to the fact that in America we respect also the opinions of others, and in return we expect others to respect our opinions and beliefs. We want to know whether a man does his work well and deals justly with his fellow men. We do not inquire as to his particular way of recognizing his Maker. For our public servants we desire honest men who place public good above private gain. As Theodore Roosevelt has expressed it, "There are many qualities which we need alike in private citizens and in public men; but three above all, and those three are courage, honesty, and common sense."

In America we recognize no privileged class. No class is exempt from the duties or deprived of the privileges of citizenship. The country expects every citizen to do his part, to take an intelligent interest in public affairs, and to work with others for the general welfare.

Living up to the Flag. — "Boys and girls, what does the flag mean to you?" asked a visitor in a school that has reason to be proud of its work in civics. Immediately the hands came up. "No, you may write your answers, as I wish to study them," replied the questioner.

To some students in that school the flag suggested the sacrifices of our forefathers and the struggles of those who fought and died to preserve our country; to others the flag stood for liberty, courage, equality, the cause of humanity, and the opportunity to get an education. One student wrote, "It makes me feel better to look at it." Another said, "I feel that I

should help it and support it in order to keep it floating high where it belongs."

"Teach us to see you and love you and live you," wrote the poet. This is what the boys and girls in the school referred to above were learning to do. They were putting meaning into the flag.

Our flag has never known defeat. To Washington and his faithful followers it meant independence. To the men of 1812, it meant the freedom of the seas and the respect of other nations. In 1861, many citizens gave their lives so that no star should be removed from the flag. In 1898, the flag brought freedom to our oppressed neighbors in Cuba; and in 1917, our boys followed it across the sea to take part in a world-wide struggle in defense of democracy. Everywhere and always it has meant liberty, opportunity, and greater human happiness because the men and women behind the flag have put these things into it. The boys and girls of to-day are the flag-makers of to-morrow. The flag of the future will be what they make it.

Making the Constitution have Meaning. — An interclass meet was to take place one day. One of the best players in the class had said that he could not take part because he was going that day to another part of the city with an outside team of which he was a member. At the close of the morning exercises one of the boys arose and asked permission to address the class. He presented the facts briefly, calling attention to the class constitution, part of which was based upon the Athenian oath. He concluded with these words:

American Soldiers in Paris July 4, 1918, Passing a Statue of George Washington

"Harold is violating our class constitution. Didn't he promise not to desert his comrades in the ranks?" The offending member arose immediately and said, "I'll play." To these boys and girls their constitution was a real thing because they believed in it and tried to live up to it.

The representative men who made the Constitution of the United States did so because they wanted to establish justice, to make sure of law and order, to promote the general welfare, and to secure the blessings

of liberty for themselves and for those who should come after them. They believed in these things. Their efforts to carry out the Constitution and to organize a government according to its provisions gave us the United States of America.

Our Constitution without the loyal support of patriotic Americans would soon become a useless document. The words would still remain, but they would be meaningless. In each generation men and women who love their country and are willing to work for its welfare will be the ones who put meaning into the Constitution and make it a document worthy of the traditions of our great nation. Each generation will have its own problems to solve and its own difficulties to meet. The truly great leaders of the future will recognize the value of the past and will build upon it in seeking to realize their visions of what America ought to be. If they wish to make changes they will not seek to destroy all that our forefathers so patiently labored to build, and with such great self-sacrifice have handed down to us. They will rather seek to make the necessary changes in order to adjust our Constitution to the needs of the time in accordance with the wise provisions which were put into the document when it was framed. Our history as a nation has proved that when the people clearly make up their minds that a reform is needed and then emphatically demand such a reform, they secure it by orderly amendments.

Danger Signs. — There are times when danger signs serve to make us think and act quickly. Only

as we are familiar with our form of government, with its ideas and ideals, with its traditions and its possibilities, shall we be able to think straight and act wisely in matters of common welfare. As Americans we are more apt to be aware of dangers from without than to realize certain dangers that threaten us from within our own country.

Not long ago a change in the laws governing elections in one of our large cities made it possible to hold a separate city election so that the people could give their undivided attention to local affairs. When the votes were counted it was found that only a little over one third of the voters had taken the trouble to go to the polls and vote. Indifference on the part of so many of our citizens is one of the greatest dangers the country is facing to-day. In a government by the people each one must do his part. A good American votes at every election where he has the right to vote.

Individuals or groups of citizens who try to use the government for their own ends and who seek private gain at the expense of public welfare constitute another real danger to our government. Private companies may secretly attempt to control those who make our laws and ordinances in order to get legislation that is favorable to some undertaking out of which they expect to make money. In return for favors received, unscrupulous officials may waste public money by letting contracts to men who fail to do good work.

When we get very indignant about such matters, we usually seek to excuse ourselves by blaming the so-called bosses. Two classes of citizens are really to

blame when such things occur: those who seek to carry on the government for their own advantage, and that other large class who are too busy with their own affairs to take part in the government as they should.

In the coming years we shall also have to be very careful about all attempts to separate American citizens into classes. From the very beginning, our government has recognized no privileged class, either of men who had money or of men who worked for wages. The American ideal is just and equal laws for all. Only thus shall we remain all and always Americans.

"*He who looks with pride upon the history which his fathers have written by their heroic deeds, who accepts with gratitude the inheritance which they have bequeathed to him, and who highly resolves to preserve this inheritance unimpaired and to pass it on to his descendants enlarged and enriched, is a true American.*" — Lyman Abbott.

FOR INVESTIGATION, DISCUSSION, AND ACTION

1. Give five reasons why you are glad you are an American citizen.

2. Make a list of the names of great Americans that you can remember, including both men and women. Write a brief statement after each name giving your reason for including it.

3. Bring to class quotations expressing ideals of citizenship.

4. Name some prominent men who have become citizens by naturalization and tell what each has done for America.

5. How are the boys and girls of to-day the flag-makers of to-morrow? Write a paragraph on what the flag means to you.

6. What are some of the possible changes in our government that are being discussed at the present time?

7. Why should all loyal citizens protest against any attempt to separate Americans into classes?

CONSTITUTION OF THE UNITED STATES

We the People of the United States, in order to form a more perfect union, establish justice, insure domestic tranquillity, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America.

ARTICLE I

SECTION 1. — All legislative powers herein granted shall be vested in a Congress of the United States, which shall consist of a Senate and House of Representatives.

SECTION 2. — 1. The House of Representatives shall be composed of members chosen every second year by the people of the several States, and the electors in each State shall have the qualifications requisite for electors of the most numerous branch of the State Legislature.

2. No person shall be a representative who shall not have attained to the age of twenty-five years, and been seven years a citizen of the United States, and who shall not, when elected, be an inhabitant of that State in which he shall be chosen.

3. Representatives and direct taxes shall be apportioned among the several States which may be included within this Union, according to their respective numbers, which shall be determined by adding to the whole number of free persons, including those bound to service for a term of years, and excluding Indians not taxed, three fifths of all other persons.[1] The actual enumeration shall be made within three years after the first meeting of the Congress of the United States, and within every subsequent term of ten years, in such manner as they shall by law direct. The number of representatives shall not exceed one for every thirty thousand, but each State shall have at least one representative; and until such enumer-

[1] The last half of this sentence was superseded by the Fourteenth Amendment.

ation shall be made, the State of New Hampshire shall be entitled to choose three; Massachusetts, eight; Rhode Island and Providence Plantations, one; Connecticut, five; New York, six; New Jersey, four; Pennsylvania, eight; Delaware, one; Maryland, six; Virginia, ten; North Carolina, five; South Carolina, five; and Georgia, three.

4. When vacancies happen in the representation from any State, the executive authority thereof shall issue writs of election to fill such vacancies.

5. The House of Representatives shall choose their Speaker and other officers; and shall have the sole power of impeachment.

SECTION 3. — 1. The Senate of the United States shall be composed of two senators from each State, [chosen by the Legislature thereof,] [1] for six years; and each senator shall have one vote.

2. Immediately after they shall be assembled in consequence of the first election, they shall be divided as equally as may be into three classes. The seats of the senators of the first class shall be vacated at the expiration of the second year; of the second class, at the expiration of the fourth year; and of the third class, at the expiration of the sixth year, so that one third may be chosen every second year; [and if vacancies happen by resignation, or otherwise, during the recess of the Legislature of any State, the executive thereof may make temporary appointments until the next meeting of the Legislature, which shall then fill such vacancies.] [1]

3. No person shall be a senator who shall not have attained to the age of thirty years, and been nine years a citizen of the United States, and who shall not, when elected, be an inhabitant of that State for which he shall be chosen.

4. The Vice President of the United States shall be president of the Senate, but shall have no vote, unless they be equally divided.

5. The Senate shall choose their other officers, and also a president *pro tempore*, in the absence of the Vice President, or when he shall exercise the office of President of the United States.

6. The Senate shall have the sole power to try all impeachments; when sitting for that purpose, they shall be on oath or

[1] Superseded by the Seventeenth Amendment.

affirmation. When the President of the United States is tried, the Chief Justice shall preside; and no person shall be convicted without the concurrence of two thirds of the members present.

7. Judgment in cases of impeachment shall not extend further than to removal from office, and disqualification to hold and enjoy any office of honor, trust, or profit under the United States; but the party convicted shall nevertheless be liable and subject to indictment, trial, judgment, and punishment, according to law.

SECTION 4. — 1. The times, places, and manner of holding elections for senators and representatives shall be prescribed in each State by the Legislature thereof; but the Congress may at any time, by law, make or alter such regulations, except as to the places of choosing senators.

2. The Congress shall assemble at least once in every year, and such meeting shall be on the first Monday in December, unless they shall by law appoint a different day.

SECTION 5. — 1. Each house shall be the judge of the elections, returns, and qualifications of its own members, and a majority of each shall constitute a quorum to do business; but a smaller number may adjourn from day to day, and may be authorized to compel the attendance of absent members, in such manner, and under such penalties, as each house may provide.

2. Each house may determine the rules of its proceedings, punish its members for disorderly behavior, and, with the concurrence of two thirds, expel a member.

3. Each house shall keep a journal of its proceedings, and from time to time publish the same, excepting such parts as may in their judgment require secrecy, and the yeas and nays of the members of either house on any question shall, at the desire of one fifth of those present, be entered on the journal.

4. Neither house, during the session of Congress, shall, without the consent of the other, adjourn for more than three days, nor to any other place than that in which the two houses shall be sitting.

SECTION 6. — 1. The senators and representatives shall receive a compensation for their services, to be ascertained by law, and paid out of the treasury of the United States. They shall in all

cases, except treason, felony, and breach of the peace, be privileged from arrest during their attendance at the session of their respective houses, and in going to and returning from the same; and for any speech or debate in either house, they shall not be questioned in any other place.

2. No senator or representative shall, during the time for which he was elected, be appointed to any civil office under the authority of the United States, which shall have been created, or the emoluments whereof shall have been increased, during such time; and no person holding any office under the United States shall be a member of either house during his continuance in office.

Section 7. — 1. All bills for raising revenue shall originate in the House of Representatives; but the Senate may propose or concur with amendments, as on other bills.

2. Every bill which shall have passed the House of Representatives and the Senate, shall, before it become a law, be presented to the President of the United States; if he approve, he shall sign it, but if not, he shall return it, with his objections, to that house in which it shall have originated, who shall enter the objections at large on their journal, and proceed to reconsider it. If after such reconsideration, two thirds of that house shall agree to pass the bill, it shall be sent, together with the objections, to the other house, by which it shall likewise be reconsidered, and if approved by two thirds of that house, it shall become a law. But in all such cases the votes of both houses shall be determined by yeas and nays, and the names of the persons voting for and against the bill shall be entered on the journal of each house respectively. If any bill shall not be returned by the President within ten days (Sundays excepted) after it shall have been presented to him, the same shall be a law, in like manner as if he had signed it, unless the Congress by their adjournment prevent its return, in which case it shall not be a law.

3. Every order, resolution, or vote to which the concurrence of the Senate and House of Representatives may be necessary (except on a question of adjournment) shall be presented to the President of the United States; and before the same shall take effect, shall be approved by him, or being disapproved by him, shall

be repassed by two thirds of the Senate and House of Representatives, according to the rules and limitations prescribed in the case of a bill.

Section 8. — 1. The Congress shall have power to lay and collect taxes, duties, imposts, and excises, to pay the debts and provide for the common defense and general welfare of the United States; but all duties, imposts, and excises shall be uniform throughout the United States;

2. To borrow money on the credit of the United States;

3. To regulate commerce with foreign nations, and among the several States, and with the Indian tribes;

4. To establish an uniform rule of naturalization, and uniform laws on the subject of bankruptcies throughout the United States;

5. To coin money, regulate the value thereof, and of foreign coin, and fix the standard of weights and measures;

6. To provide for the punishment of counterfeiting the securities and current coin of the United States;

7. To establish post offices and post roads;

8. To promote the progress of science and useful arts, by securing, for limited times, to authors and inventors the exclusive right to their respective writings and discoveries;

9. To constitute tribunals inferior to the Supreme Court;

10. To define and punish piracies and felonies committed on the high seas, and offenses against the law of nations;

11. To declare war, grant letters of marque and reprisal, and make rules concerning captures on land and water;

12. To raise and support armies, but no appropriation of money to that use shall be for a longer term than two years;

13. To provide and maintain a navy;

14. To make rules for the government and regulation of the land and naval forces;

15. To provide for calling forth the militia to execute the laws of the Union, suppress insurrections, and repel invasions;

16. To provide for organizing, arming, and disciplining the militia, and for governing such part of them as may be employed in the service of the United States, reserving to the States respectively

the appointment of the officers, and the authority of training the militia according to the discipline prescribed by Congress;

17. To exercise exclusive legislation in all cases whatsoever over such district (not exceeding ten miles square) as may, by cession of particular States, and the acceptance of Congress, become the seat of the government of the United States, and to exercise like authority over all places purchased by the consent of the Legislature of the State in which the same shall be, for the erection of forts, magazines, arsenals, dock-yards, and other needful buildings; and

18. To make all laws which shall be necessary and proper for carrying into execution the foregoing powers, and all other powers vested by this Constitution in the government of the United States, or in any department or officer thereof.

Section 9. — 1. The migration or importation of such persons as any of the States now existing shall think proper to admit, shall not be prohibited by the Congress prior to the year one thousand eight hundred and eight, but a tax or duty may be imposed on such importation, not exceeding ten dollars for each person.

2. The privilege of the writ of habeas corpus shall not be suspended, unless when in cases of rebellion or invasion the public safety may require it.

3. No bill of attainder or ex post facto law shall be passed.

4. No capitation or other direct tax shall be laid, unless in proportion to the census or enumeration hereinbefore directed to be taken.

5. No tax or duty shall be laid on articles exported from any State.

6. No preference shall be given by any regulation of commerce or revenue to the ports of one State over those of another; nor shall vessels bound to, or from, one State, be obliged to enter, clear, or pay duties in another.

7. No money shall be drawn from the treasury but in consequence of appropriations made by law; and a regular statement and account of the receipts and expenditures of all public money shall be published from time to time.

8. No title of nobility shall be granted by the United States;

and no person holding any office of profit or trust under them, shall, without the consent of the Congress, accept of any present, emolument, office, or title, of any kind whatever, from any king, prince, or foreign state.

SECTION 10. — 1. No State shall enter into any treaty, alliance, or confederation; grant letters of marque and reprisal; coin money; emit bills of credit; make any thing but gold and silver coin a tender in payment of debts; pass any bill of attainder, ex post facto law, or law impairing the obligation of contracts, or grant any title of nobility.

2. No State shall, without the consent of the Congress, lay any imposts or duties on imports or exports, except what may be absolutely necessary for executing its inspection laws; and the net produce of all duties and impost, laid by any State on imports or exports, shall be for the use of the treasury of the United States; and all such laws shall be subject to the revision and control of the Congress.

3. No State shall, without the consent of Congress, lay any duty of tonnage, keep troops, or ships of war, in time of peace, enter into any agreement or compact with another State, or with a foreign power, or engage in war, unless actually invaded, or in such imminent danger as will not admit of delay.

ARTICLE II

SECTION 1. — 1. The executive power shall be vested in a President of the United States of America. He shall hold his office during the term of four years, and, together with the Vice President, chosen for the same term, be elected as follows:

2. Each State shall appoint, in such manner as the Legislature thereof may direct, a number of electors, equal to the whole number of senators and representatives to which the State may be entitled in the Congress; but no senator or representative, or person holding an office of trust or profit under the United States, shall be appointed an elector.[ ][1]

[1] Remainder of this paragraph is omitted; it is superseded by the Twelfth Amendment.

3. The Congress may determine the time of choosing the electors, and the day on which they shall give their votes; which day shall be the same throughout the United States.

4. No person except a natural-born citizen, or a citizen of the United States at the time of the adoption of this Constitution, shall be eligible to the office of President; neither shall any person be eligible to that office who shall not have attained to the age of thirty-five years, and been fourteen years a resident within the United States.

5. In case of the removal of the President from office, or of his death, resignation, or inability to discharge the powers and duties of the said office, the same shall devolve on the Vice President, and the Congress may by law provide for the case of removal, death, resignation, or inability, both of the President and Vice President, declaring what officer shall then act as President; and such officer shall act accordingly until the disability be removed, or a President shall be elected.

6. The President shall, at stated times, receive for his services a compensation which shall neither be increased nor diminished during the period for which he shall have been elected, and he shall not receive within that period any other emolument from the United States, or any of them.

7. Before he enter on the execution of his office, he shall take the following oath or affirmation: — "I do solemnly swear (or affirm) that I will faithfully execute the office of President of the United States, and will, to the best of my ability, preserve, protect, and defend the Constitution of the United States."

Section 2. — 1. The President shall be commander in chief of the army and navy of the United States, and of the militia of the several States, when called into the actual service of the United States; he may require the opinion, in writing, of the principal officer in each of the executive departments, upon any subject relating to the duties of their respective offices; and he shall have power to grant reprieves and pardons for offenses against the United States, except in cases of impeachment.

2. He shall have power, by and with the advice and consent

of the Senate, to make treaties, provided two thirds of the senators present concur; and he shall nominate, and by and with the advice and consent of the Senate shall appoint ambassadors, other public ministers and consuls, judges of the Supreme Court, and all other officers of the United States, whose appointments are not herein otherwise provided for, and which shall be established by law; but the Congress may by law vest the appointment of such inferior officers, as they think proper, in the President alone, in the courts of law, or in the heads of departments.

3. The President shall have power to fill up all vacancies that may happen during the recess of the Senate, by granting commissions which shall expire at the end of their next session.

SECTION 3. — He shall from time to time give to the Congress information of the state of the Union, and recommend to their consideration such measures as he shall judge necessary and expedient; he may, on extraordinary occasions, convene both houses, or either of them, and in case of disagreement between them with respect to the time of adjournment, he may adjourn them to such time as he shall think proper; he shall receive ambassadors and other public ministers; he shall take care that the laws be faithfully executed, and shall commission all the officers of the United States.

SECTION 4. — The President, Vice President, and all civil officers of the United States, shall be removed from office on impeachment for, and conviction of, treason, bribery, or other high crimes and misdemeanors.

ARTICLE III

SECTION 1. — The judicial power of the United States shall be vested in one Supreme Court, and in such inferior courts as the Congress may from time to time ordain and establish. The judges, both of the Supreme and inferior courts, shall hold their offices during good behavior, and shall, at stated times, receive for their services a compensation which shall not be diminished during their continuance in office.

Section 2. — 1. The judicial power shall extend to all cases, in law and equity, arising under this Constitution, the laws of the United States, and treaties made, or which shall be made, under their authority; — to all cases affecting ambassadors, other public ministers, and consuls; — to all cases of admiralty and maritime jurisdiction; — to controversies to which the United States shall be a party; — to controversies between two or more States; — between a State and citizens of another State [1]; — between citizens of different States; — between citizens of the same State claiming lands under grants of different States, and between a State, or the citizens thereof, and foreign states, citizens, or subjects.

2. In all cases affecting ambassadors, other public ministers and consuls, and those in which a State shall be party, the Supreme Court shall have original jurisdiction. In all the other cases before mentioned, the Supreme Court shall have appellate jurisdiction, both as to law and fact, with such exceptions and under such regulations as the Congress shall make.

3. The trial of all crimes, except in cases of impeachment, shall be by jury, and such trials shall be held in the State where the said crimes shall have been committed; but when not committed within any State, the trial shall be at such place or places as the Congress may by law have directed.

Section 3. — 1. Treason against the United States shall consist only in levying war against them, or in adhering to their enemies, giving them aid and comfort.

2. No person shall be convicted of treason, unless on the testimony of two witnesses to the same overt act, or on confession in open court.

3. The Congress shall have power to declare the punishment of treason; but no attainder of treason shall work corruption of blood, or forfeiture, except during the life of the person attainted.

ARTICLE IV

Section 1. — Full faith and credit shall be given in each State to the public acts, records, and judicial proceedings of every other

[1] Limited by the Eleventh Amendment.

State; and the Congress may by general laws prescribe the manner in which such acts, records, and proceedings shall be proved, and the effect thereof.

SECTION 2. — 1. The citizens of each State shall be entitled to all privileges and immunities of citizens in the several States.

2. A person charged in any State with treason, felony, or other crime, who shall flee from justice, and be found in another State, shall, on demand of the executive authority of the State from which he fled, be delivered up, to be removed to the State having jurisdiction of the crime.

3. No person held to service or labor in one State, under the laws thereof, escaping into another, shall, in consequence of any law or regulation therein, be discharged from such service or labor, but shall be delivered up on claim of the party to whom such service or labor may be due.[1]

SECTION 3. — 1. New States may be admitted by the Congress into this Union; but no new State shall be formed or erected within the jurisdiction of any other State; nor any State be formed by the junction of two or more States, or parts of States, without the consent of the Legislatures of the States concerned as well as of the Congress.

2. The Congress shall have power to dispose of and make all needful rules and regulations respecting the territory or other property belonging to the United States; and nothing in this Constitution shall be so construed as to prejudice any claims of the United States, or of any particular State.

SECTION 4. — The United States shall guarantee to every State in this Union a republican form of government, and shall protect each of them against invasion, and on application of the Legislature, or of the executive (when the Legislature can not be convened) against domestic violence.

ARTICLE V

The Congress, whenever two thirds of both houses shall deem it necessary, shall propose amendments to this Constitution, or, on the

[1] Practically all the persons to whom this paragraph refers were freed by the Thirteenth Amendment.

application of the Legislatures of two thirds of the several States, shall call a convention for proposing amendments, which, in either case, shall be valid to all intents and purposes, as part of this Constitution, when ratified by the Legislatures of three fourths of the several States, or by conventions in three fourths thereof, as the one or the other mode of ratification may be proposed by the Congress; provided that no amendment which may be made prior to the year one thousand eight hundred and eight shall in any manner affect the first and fourth clauses in the ninth section of the first article; and that no State, without its consent, shall be deprived of its equal suffrage in the Senate.

ARTICLE VI

1. All debts contracted, and engagements entered into, before the adoption of this Constitution, shall be as valid against the United States under this Constitution, as under the confederation.

2. This Constitution, and the laws of the United States which shall be made in pursuance thereof; and all treaties made, or which shall be made, under the authority of the United States, shall be the supreme law of the land; and the judges in every State shall be bound thereby, any thing in the Constitution or laws of any State to the contrary notwithstanding.

3. The senators and representatives before mentioned, and the members of the several State Legislatures, and all executive and judicial officers, both of the United States and of the several States, shall be bound by oath or affirmation to support this Constitution; but no religious test shall ever be required as a qualification to any office or public trust under the United States.

ARTICLE VII

The ratification of the conventions of nine States shall be sufficient for the establishment of this Constitution between the States so ratifying the same.

Done in convention, by the unanimous consent of the States present, the seventeenth day of September, in the year of our

Lord one thousand seven hundred and eighty-seven, and of the independence of the United States of America the twelfth.

In witness whereof, we have hereunto subscribed our names.

GEORGE WASHINGTON.
President, and Deputy from Virginia.

(Signed also by thirty-eight other deputies, from twelve states.)

AMENDMENTS

To the Constitution of the United States, Ratified according to the Provisions of the Fifth Article of the Foregoing Constitution (I to X in 1791; the others at the dates given with each)

ARTICLE I. — Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the government for a redress of grievances.

ARTICLE II. — A well-regulated militia, being necessary to the security of a free State, the right of the people to keep and bear arms shall not be infringed.

ARTICLE III. — No soldiers shall, in time of peace, be quartered in any house, without the consent of the owner, nor in time of war, but in a manner to be prescribed by law.

ARTICLE IV. — The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized.

ARTICLE V. — No person shall be held to answer for a capital or otherwise infamous crime, unless on a presentment or indictment of a grand jury, except in cases arising in the land or naval forces, or in the militia, when in actual service in time of war or public danger;

nor shall any person be subject for the same offense to be twice put in jeopardy of life or limb; nor shall be compelled in any criminal case to be a witness against himself, nor be deprived of life, liberty, or property, without due process of law; nor shall private property be taken for public use, without just compensation.

ARTICLE VI. — In all criminal prosecutions, the accused shall enjoy the right to a speedy and public trial, by an impartial jury of the State and district wherein the crime shall have been committed, which district shall have been previously ascertained by law, and to be informed of the nature and cause of the accusation; to be confronted with the witnesses against him; to have compulsory process for obtaining witnesses in his favor, and to have the assistance of counsel for his defense.

ARTICLE VII. — In suits at common law, where the value in controversy shall exceed twenty dollars, the right of trial by jury shall be preserved, and no fact tried by a jury shall be otherwise reexamined in any court of the United States than according to the rules of common law.

ARTICLE VIII. — Excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishments inflicted.

ARTICLE IX. — The enumeration in the Constitution of certain rights shall not be construed to deny or disparage others retained by the people.

ARTICLE X. — The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people.

ARTICLE XI (ratified in 1798). — The judicial power of the United States shall not be construed to extend to any suit in law or equity, commenced or prosecuted against one of the United States by citizens of another State, or by citizens or subjects of any foreign state.

ARTICLE XII (1804). — The electors shall meet in their respective States, and vote by ballot for President and Vice President,

one of whom, at least, shall not be an inhabitant of the same State with themselves; they shall name in their ballots the persons voted for as President, and in distinct ballots the person voted for as Vice President; and they shall make distinct lists of all persons voted for as President, and of all persons voted for as Vice President, and of the number of votes for each, which lists they shall sign and certify, and transmit sealed to the seat of the government of the United States, directed to the president of the Senate; — the president of the Senate shall, in the presence of the Senate and House of Representatives, open all the certificates, and the votes shall then be counted; — the person having the greatest number of votes for President, shall be the President, if such number be a majority of the whole number of electors appointed; and if no person have such majority, then from the persons having the highest numbers not exceeding three on the list of those voted for as President, the House of Representatives shall choose immediately, by ballot, the President. But in choosing the President, the votes shall be taken by States, the representation from each State having one vote; a quorum for this purpose shall consist of a member or members from two thirds of the States, and a majority of all the States shall be necessary to a choice. And if the House of Representatives shall not choose a President whenever the right of choice shall devolve upon them, before the fourth day of March next following, then the Vice President shall act as President, as in the case of the death or other constitutional disability of the President. The person having the greatest number of votes as Vice President, shall be the Vice President, if such number be a majority of the whole number of electors appointed; and if no person have a majority, then from the two highest numbers on the list, the Senate shall choose the Vice President; a quorum for the purpose shall consist of two thirds of the whole number of senators, and a majority of the whole number shall be necessary to a choice. But no person constitutionally ineligible to the office of President shall be eligible to that of Vice President of the United States.

ARTICLE XIII (1865). — Section 1. Neither slavery nor involuntary servitude, except as a punishment for crime, whereof

the person shall have been duly convicted, shall exist within the United States, or any place subject to their jurisdiction.

SECTION 2. Congress shall have power to enforce this article by appropriate legislation.

ARTICLE XIV (1868). — SECTION 1. All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the State wherein they reside. No State shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any State deprive any person of life, liberty, or property, without due process of law, nor deny to any person within its jurisdiction the equal protection of the laws.

SECTION 2. Representatives shall be appointed among the several States according to their respective numbers, counting the whole number of persons in each State excluding Indians not taxed. But when the right to vote at any election for the choice of electors for President and Vice President of the United States, representatives in Congress, the executive and judicial officers of a State, or the members of the Legislature thereof, is denied to any of the male inhabitants of such State, being twenty-one years of age and citizens of the United States, or in any way abridged except for participation in rebellion or other crime, the basis of representation therein shall be reduced in the proportion which the number of such male citizens shall bear to the whole number of male citizens twenty-one years of age in such State.

SECTION 3. No person shall be a senator or representative in Congress, or elector of President and Vice President, or hold any office, civil or military, under the United States, or under any State, who, having previously taken an oath as a member of Congress, or as an officer of the United States, or as a member of any State Legislature, or as an executive or judicial officer of any State, to support the Constitution of the United States, shall have engaged in insurrection or rebellion against the same, or given aid or comfort to the enemies thereof. But Congress may, by a vote of two thirds of each house, remove such disability.

SECTION 4. The validity of the public debt of the United States, authorized by law, including debts incurred for payment of pensions and bounties for services in suppressing insurrection or rebellion, shall not be questioned. But neither the United States nor any State shall assume to pay any debt or obligation incurred in aid of insurrection or rebellion against the United States, or any claim for the loss or emancipation of any slave; but all such debts, obligations, and claims shall be held illegal and void.

SECTION 5. The Congress shall have power to enforce, by appropriate legislation, the provisions of this article.

ARTICLE XV (1870). — SECTION 1. The right of citizens of the United States to vote shall not be denied or abridged by the United States, or by any State, on account of race, color, or previous condition of servitude.

SECTION 2. The Congress shall have power to enforce this article by appropriate legislation.

ARTICLE XVI (1913). — The Congress shall have power to lay and collect taxes on incomes, from whatever source derived, without apportionment among the several States, and without regard to any census or enumeration.

ARTICLE XVII (1913). — The Senate of the United States shall be composed of two senators from each State, elected by the people thereof, for six years; and each senator shall have one vote. The electors in each State shall have the qualifications requisite for electors of the most numerous branch of the State Legislatures.

When vacancies happen in the representation of any State in the Senate, the executive authority of such State shall issue writs of election to fill such vacancies: *Provided*, That the Legislature of any State may empower the executive thereof to make temporary appointments until the people fill the vacancies by election as the Legislature may direct.

This amendment shall not be so construed as to affect the election or term of any senator chosen before it becomes valid as part of the Constitution.

ARTICLE XVIII (1919). — SECTION 1. After one year from the ratification of this article the manufacture, sale, or transportation of intoxicating liquors within, the importation thereof into, or the exportation thereof from the United States and all territory subject to the jurisdiction thereof for beverage purposes is hereby prohibited.

SECTION 2. The Congress and the several States shall have concurrent power to enforce this article by appropriate legislation.

SECTION 3. This article shall be inoperative unless it shall have been ratified as an amendment to the Constitution by the legislatures of the several States, as provided in the Constitution, within seven years from the date of the submission hereof to the States by the Congress.

ARTICLE XIX (1920). — SECTION 1. The right of citizens of the United States to vote shall not be denied or abridged by the United States or by any State on account of sex.

SECTION 2. Congress shall have power, by appropriate legislation, to enforce the provisions of this article.

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